

# SHORTAGE OF PRIMARY TEACHERS

## RESEARCH IN COMPARATIVE EDUCATION

AFGHANISTAN, ARGENTINA, AUSTRALIA, AUSTRIA, BELGIUM, BULGARIA, BURMA (UNION OF), BYELORUSSIA, CAMBODIA, CANADA, CEYLON, CHAD, CHINA (REPUBLIC OF), COLOMBIA, CONGO (BRAZZAVILLE), COSTA RICA, CYPRUS, CZECHOSLOVAKIA, DAHOMEY, DENMARK, ECUADOR, EL SALVADOR, ETHIOPIA, FINLAND, FRANCE, GABON, GERMANY (FEDERAL REPUBLIC OF), GHANA, GREECE, GUATEMALA, GUINEA, HUNGARY, ICELAND, INDIA, INDONESIA, IRAN, IRAQ, IRELAND, ISRAEL, ITALY, JAPAN, JORDAN, KOREA, (REPUBLIC OF), LEBANON, LIBERIA, LUXEMBURG, MADAGASCAR, MALAYA (FEDERATION OF), MEXICO, MONACO, MOROCCO, NEPAL, NETHERLANDS, NEW ZEALAND, NIGER, NIGERIA, NORWAY, PAKISTAN, PARAGUAY, PERU, PHILIPPINES, POLAND, PORTUGAL, RUMANIA, SAUDI ARABIA, SIERRA LEONE, SPAIN, SUDAN, SWEDEN, SWITZERLAND, SYRIA, THAILAND, TOGO, TUNISIA, TURKEY, UNITED ARAB REPUBLIC, UNITED KINGDOM, UNITED STATES, UPPER VOLTA, U.S.S.R., URUGUAY, VIETNAM, YUGOSLAVIA.

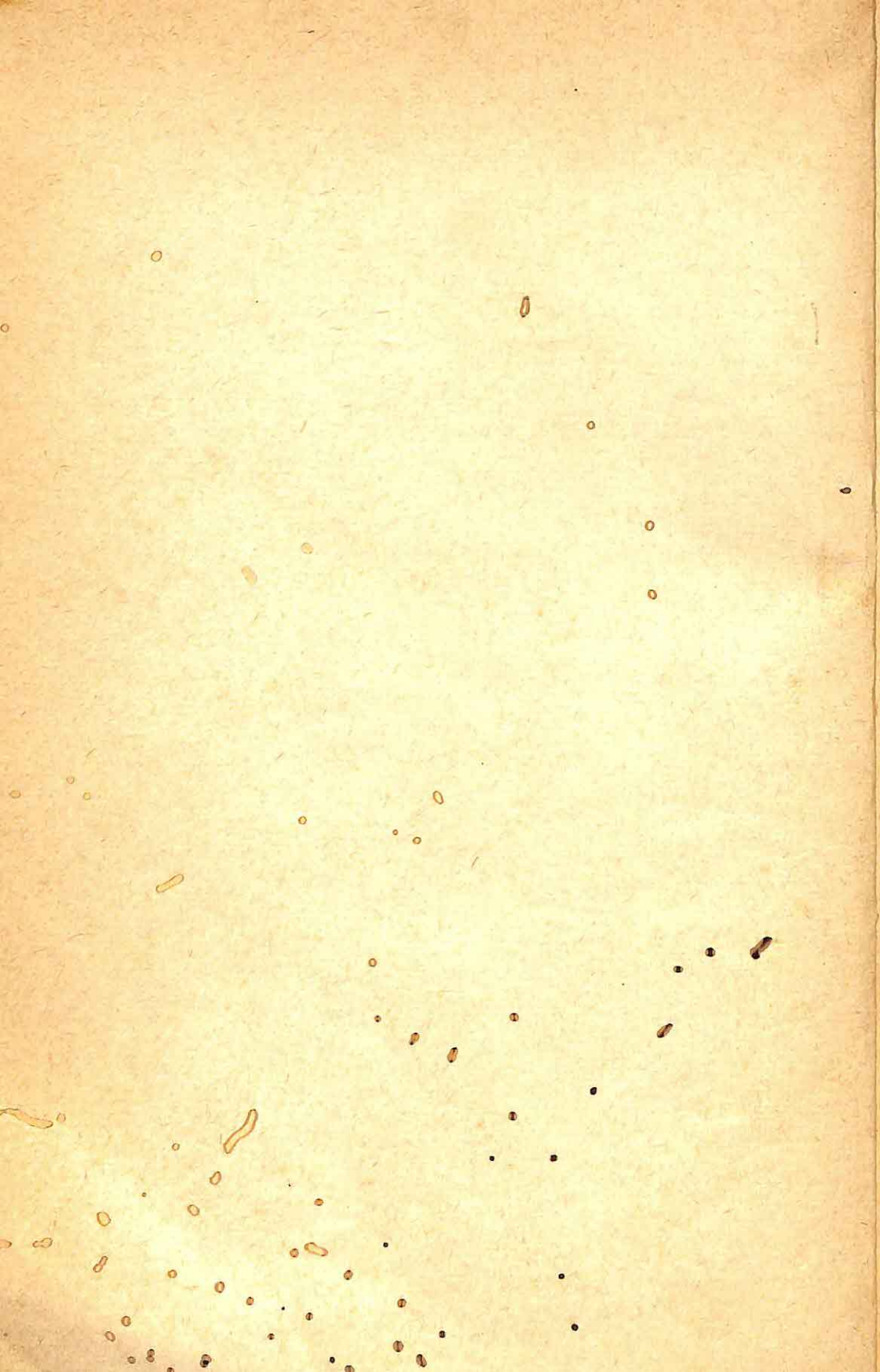
INTERNATIONAL  
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GENEVA

UNESCO  
PLACE DE FONTENAY  
PARIS











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## INTRODUCTION

The progress of education, which should be favoured by the present world wide period of economic boom, often finds itself paralysed by a lack of teaching staff. For this reason, the Unesco/IBE Joint Commission has charged the latter with the undertaking of an enquiry into the shortage of primary teachers.

The comparative study which you will find at the beginning of this volume is based on the replies received from 83 countries to a questionnaire sent by the International Bureau of Education to Ministries of Education in various countries. The comparative tables, culled from the reports from each country, allow us to trace the outlines of the principal characteristics of the situation as it stood at the end of 1962 and the beginning of 1963:

1. The development of primary education is hindered by the shortage of teaching staff in three quarters of the countries under study; only 18% are spared the crisis. A surplus of teachers on the primary level exists in only a very small number of countries (3.5%).
2. In the vast majority of countries, the shortage of primary teachers became evident during or after the second world war. It is in course of diminishing in about half the countries studied, but in numerous cases, it is still continuing to worsen.
3. It is difficult to make prognostications as to the ending of the crisis, but it seems that the majority of countries studied expect an improvement in the situation in a more or less brief period of time.
4. The shortage is felt uniformly over the whole territory of some countries, whereas three quarters of those replying state that it is mostly, sometimes exclusively, rural areas which are the most affected by the crisis.
5. The causes of the shortage merit special mention: *a*) the increase in the birthrate is incontestably one of the factors of prime importance; *b*) the extension of education (in 23 countries), its generalisation (in 17 countries), are also responsible for the shortage, as is the introduction of compulsory education where this did not exist before; *c*) the lack of interest in the teaching profession, due to the insufficient remuneration for teaching staff and the competition of other administrations or the private sectors of industry, with the possibilities of living in cities, seems to affect only one third of the countries studied; *d*) the ever-increasing desire of parents to have their children educated increases the demand for teachers still more.



6. The lack of training facilities should also be mentioned, training colleges being often neither numerous enough nor properly equipped or located to receive increased numbers of trainees.

7. A study of the measures taken to combat the shortage of primary teachers is as important as knowledge of the causes from which the crisis springs. In a certain number of countries, such measures have been the subject of planning, sometimes within larger plans with a more general basis.

8. In 62 countries (that is, 75%) the recruitment of trainee-teachers is helped by granting scholarships, allowances, presalaries, free tuition, the setting up of hostels, etc.

9. In rather more than half the countries replying to the question, accelerated training of teachers is used, whose duration and conditions of admission thereto can vary enormously; in some countries, this measure has been abandoned as no longer necessary.

10. An even more serious fact is that education authorities in a large number of countries (75%) have been forced to employ staff without pedagogical training; entry conditions for this category of teachers vary a lot from country to country, as does also their salary and their possibilities of incorporation into the regular teaching staff.

11. As a general rule, and despite the shortage, retirement age has been maintained. In more than 30 countries teachers have however the possibility of remaining in service beyond retirement age, or of re-entering the service.

12. The tendency to retain the services of married women teachers is becoming more and more marked; furthermore, several countries have launched appeals to those who had left teaching, and are available, to re-enter the profession.

13. Among the measures adopted to raise the status of the profession, mention must be made of the fact that more than half of the countries studied have made efforts to adapt salaries to standards of living. The improvement in the situation of teachers working under difficult conditions, in rural, isolated or underprivileged areas is an item on the agenda of many countries.

14. Approximately half the replying countries grant teachers easements of military service (deferments, reductions in duration of service, or total exemption). Elsewhere, no difference is made in favour of teaching staff.

15. Approximately one third of countries have received assistance in their struggle against the shortage of primary teachers from international organizations, other governments or semi-official



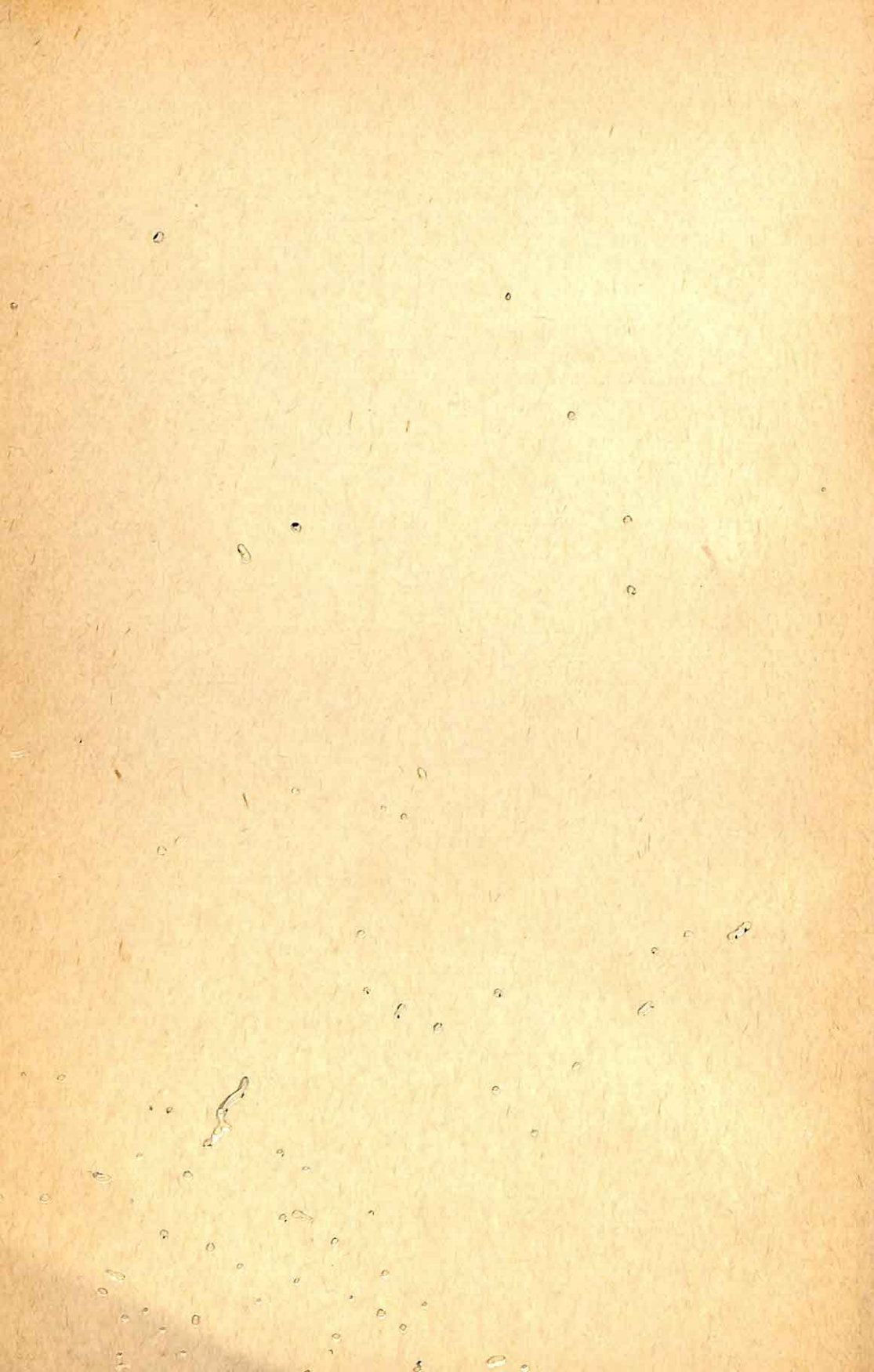
or private organizations; 50% of countries desire assistance from external sources to allow them to solve particular problems and request the despatch of funds, experts, the granting of scholarships, etc.

It is to be hoped that the analysis of the factors causing the shortage of primary teaching staff and a study of the solutions employed will help those authorities responsible for the development and expansion of education to take the necessary measures to overcome the crisis.

We should like to thank the Ministries of Education whose replies enabled this enquiry to be carried out and also our colleagues in the International Bureau of Education for their collaboration.

Anne HAMORI

*Member of the Research Division  
of the International Bureau of Education*





## QUESTIONNAIRE ADDRESSED TO THE MINISTRIES OF EDUCATION

### A. — RELATION BETWEEN THE NUMBER OF PRIMARY SCHOOL TEACHERS AVAILABLE AND SCHOOL ENROLMENTS

1. If the number of primary school teachers does not correspond to requirements, is the result :
  - (a) a shortage of primary school teachers?
  - (b) a surplus of teachers in this category?
2. If there is a shortage of primary school teachers :
  - (a) when (approximate year) did it appear?
  - (b) has the shortage a tendency to increase, decrease, or remain stationary?
  - (c) is it possible to foresee in about what year the crisis will be resolved?
3. Please state whether the shortage of school teachers is as marked :
  - (a) in the case of both men and women teachers ;
  - (b) in different parts of the country ;
  - (c) in minority groups.

### B. — CAUSES OF THE SHORTAGE

4. Is the shortage of primary school teachers due to an increase in the birth-rate and consequently in the number of pupils in primary schools? If so :
  - (a) when did this increase first become apparent?
  - (b) does the increase show a tendency to rise or to fall?
5. Is the shortage due to the introduction or extension of compulsory schooling? If so, please give both the present number of primary school teachers and the number required to provide schooling for the whole population of primary school age.
6. Is the shortage due to the prolongation of compulsory schooling within the framework of primary education? If so, please give the increase per cent of primary school teachers needed as a result of this prolongation.
7. If the shortage is due to a lack of interest in the teaching profession, please state the reasons for this (remuneration, social and moral conditions, etc.) and, if possible, the numerical importance of resignations, of the decrease in the number of candidates for teacher training or for appointments vacant, etc.
8. If there are other causes than those given above, kindly state them and give their characteristics.

### C. — STEPS TAKEN TO MEET THE SHORTAGE

9. Is there planning for the future as regards the need for primary school teachers and the means of satisfying these requirements?
10. Have special steps been taken to encourage the recruitment of pupils for primary teacher training establishments? If so, please state the nature of such measures (information campaigns on the teaching profession, increase in the number of scholarships or other forms of financial assistance introduction of the " pre-salary ", free boarding accommodation, etc.).



11. Has use been made of so-called emergency training? If so, please describe :
  - (a) the differences between ordinary teacher training courses and accelerated training courses as regards : (i) the previous educational qualifications required of candidates, (ii) the length of training, and (iii) the value of the diploma awarded ;
  - (b) differences as regards status and remuneration between teaching staff so trained and regular teaching staff ;
  - (c) opportunities for the incorporation of teachers who have received accelerated training into the regular teaching staff.
12. If recourse is had to staff with no previous pedagogical training, please state :
  - (a) the conditions under which they are allowed to teach (previous education, age, etc.) ;
  - (b) whether they are given in-service training ;
  - (c) differences from regular teaching staff as regards status and remuneration ;
  - (d) opportunities for incorporation into the regular teaching staff.
13. Have special steps been taken to meet the shortage of primary school teachers in the cases given in question 3?
14. Have foreign teachers been called upon? If so :
  - (a) from what countries do they come?
  - (b) what is the proportion of such teachers to teachers who are nationals of the country?
  - (c) what are the differences in status, remuneration, etc.?
15. Has the retirement age for primary teachers been deferred or have retired teachers been re-appointed? If so, under what conditions?
16. Has an appeal been made to women teachers who gave up teaching owing to their marriage? If so, please state under what conditions they are re-appointed?
17. Have steps been taken to raise the status of the primary teachers' profession (improvement of the statute and conditions of service : remuneration, allowances, etc.)? If so, please give details of such steps.
18. Among the steps taken, have facilities as regards military service been contemplated (deferment, total exemption, reduction in the length of service, etc.)?
19. Please state any other emergency steps taken to meet the shortage of primary teaching staff (increase in the number of pupils per teacher, decrease in the number of classes by the introduction of co-education, correspondence courses, wireless lessons, televised lessons, travelling teachers, teachers employed under contract, the shift system, etc.).

#### D. — INTERNATIONAL ACTION

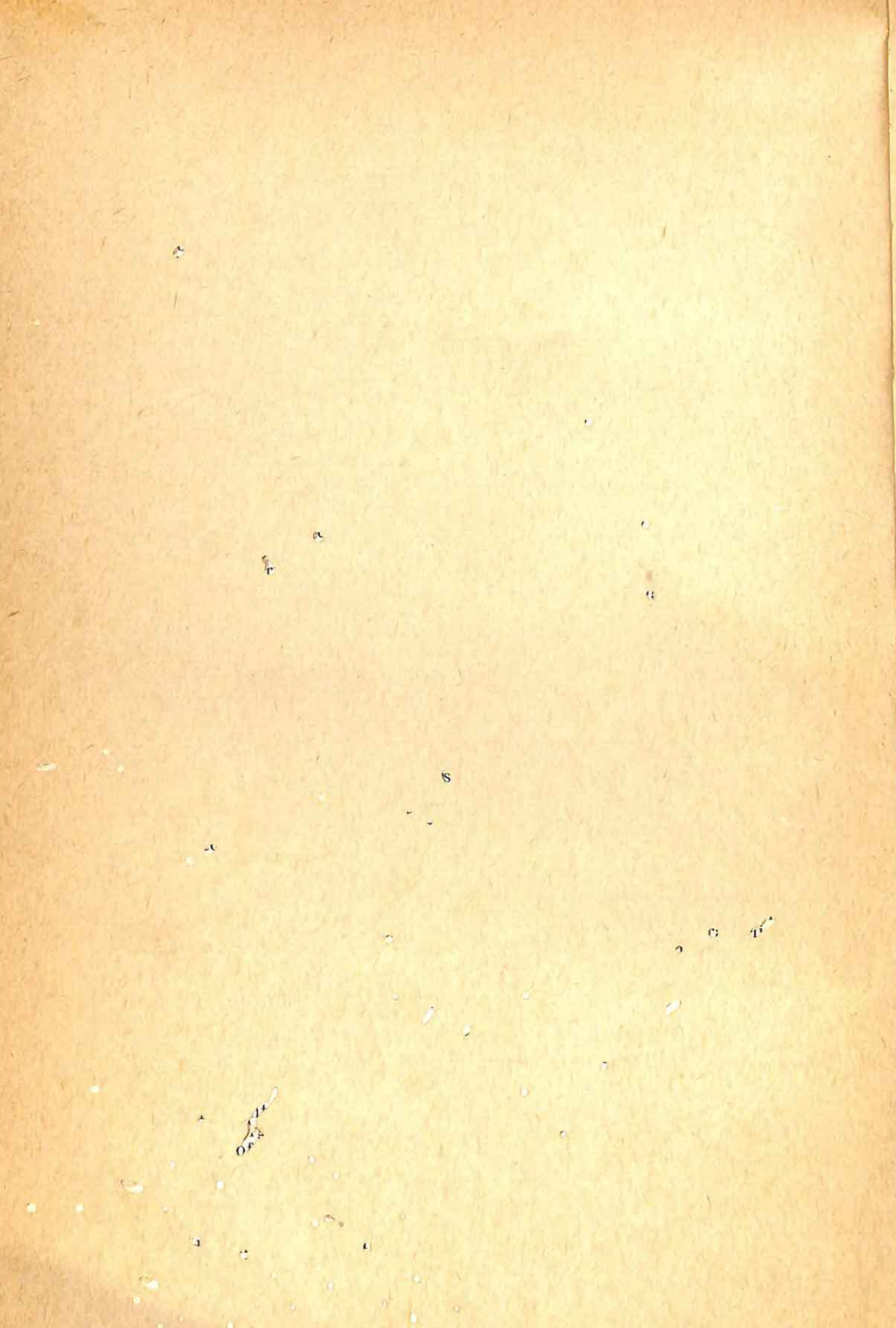
20. Has your country received international assistance in the field with which this inquiry is concerned? If so, please describe the origin and nature of such assistance.
21. Does your country wish to receive assistance from foreign countries or international organizations in order to meet the difficulties arising from the shortage of primary teaching staff. If so, what kind of assistance?

#### E. — MISCELLANEOUS

22. Please add any additional information and any documents you may consider useful.



# Comparative Study





## COMPARATIVE STUDY

### EXISTENCE OF THE SHORTAGE

From the information we have received from 83 countries, it can be stated that 62 countries (75%) suffer from a shortage of primary teachers, whereas 15 countries (18%) are not affected; 3 countries (3.5%) record a passing or unimportant shortage.

Only 3 countries (3.5%) state that they have a surplus of teachers, and their problem is to find posts for this surplus of qualified teachers.

### CHARACTERISTICS OF THE SHORTAGE

Since when has the shortage been in evidence? From the replies received, we find that 12 countries had it from the beginning of this century, 17 from the end of the second world war, and the period immediately following it, 16 from 1950-1955, 12 from 1955 to 1960 and 4 from 1961.

For several reasons, the second world war and the period immediately following it caused a severe teaching staff shortage: (a) due to losses during the war, (b) because other careers, often better paid, drew teachers away, (c) because during these critical years teacher training was neglected or because the age groups of trainee-teachers were affected by mobilisation.

Since 1950, certain countries, having acquired independence, were obliged to call upon teaching cadres to fill their administrations. Furthermore, those young people who might have taken up a teaching career turned to better paid careers requiring a less formal education.

As regards the diminishing or increasing of the shortage, we received 60 replies. 30 countries, or 50%, stated that it was in course of decrease, whereas in 26 countries the lack of teachers was becoming worse, for reasons which will be examined later. In 5 countries the situation was stationary, or the shortage did not affect all regions of the country in the same degree, some of these even having the beginnings of a surplus.

Is it possible to foresee the end of the present crisis in the primary teaching corps? For various reasons, about fifteen countries state that they cannot foresee a time when teaching staff will be sufficient to put primary teaching on a general and compulsory basis.

On the other hand, the authorities in one group of countries have no qualms about making forecasts concerning the ending of the shortage of teachers; some twenty among them foresee that the crisis will end in the period between 1963 and 1968; 10 place this between 1970 and 1975, whereas six among these, less optimistic, await an improvement or a solution only in ten or twenty years. In rare cases, there is a prophecy of surplus. In one country, there is the fear that, once immediate needs are satisfied, a new crisis will manifest itself when primary education is extended.



*Comparative Table*

*Afghanistan.* Shortage since 1957; more or less stationary until 1965; end of crisis about 1969.

*Argentina.* No shortage.

*Australia.* Shortage especially acute during the last ten to twelve years; tendency to diminish; subject to adequate funds being available, shortage will ease in 1964-1965.

*Austria.* Shortage in eight of nine federal districts, excepting Vienna; since about 1959; tendency to increase; impossible forecast when crisis will end.

*Belgium.* Shortage since about 1955; does not appear to be worsening; will not be solved for several years.

*Bulgaria.* Slight temporary shortage since 1960.

*Burma, Union of.* Shortage since 1952; is diminishing; should be entirely gone in several years if the steps proposed in education plan can be implemented.

*Byelorussia.* No shortage.

*Cambodia.* Severe shortage since 1948, after national independence was secured; is still not yet showing signs of diminishing; impossible to predict when it will be overcome, this being dependent on country's economic development.

*Canada.* Slight shortage in about half the provinces; tendency to diminish.

*Ceylon.* Shortage; tendency to diminish.

*Chad.* Shortage; has always existed; tendency to worsen; crisis will not be overcome for many years.

*China, Republic of.* Shortage prior to 1956; in 1961, the number of primary teachers was sufficient for requirements; will be a surplus in 1962-1963 school year.

*Colombia.* Shortage for more than 50 years; tendency to diminish; there should be sufficient teachers in ten years.

*Congo, Brazzaville.* Shortage since 1960; worsening in 1961-1962; will be static in 1964; diminishing thereafter; the crisis should be overcome about 1965-1966.

*Costa Rica.* Shortage; tendency to diminish; the problem will be solved in 1970.

*Cyprus.* Shortage since 1940; tendency to diminish.

*Czechoslovakia.* Temporary shortage of certain specialised teachers since 1961-1962 school year (extension of compulsory education to nine years); tendency to diminish; will probably be overcome in 1965.

*Dahomey.* No shortage, all present classes being provided with teachers.

*Denmark.* Shortage since 1949-1950; increasing gradually; impossible to predict when the crisis will be overcome.

*Ecuador.* Shortage; tendency to diminish; it is hoped that by 1970 all requirements will be met.

*El Salvador.* Shortage; tendency to diminish; will be overcome in about ten years time.

*Ethiopia.* Shortage of long standing; tendency to increase; impossible to predict when the crisis will be overcome.

*Finland.* Shortage since the war in 1940; peak reached in 1953; tendency to diminish; crisis will be overcome in about two years.



*France.* Shortage since 1952-1953; very slight tendency to diminish; total disappearance forecast for 1969-1970.

*Gabon.* Shortage since 1961; tendency to diminish; crisis will be overcome partly in 1964, totally in 1965.

*Germany, Federal Republic of.* Shortage in all Länder except one; in general since 1950; depending on the Länder, is diminishing or increasing, and not possible to say precisely when the crisis will be overcome between now and 1970.

*Ghana.* Shortage since 1952, when the accelerated plan for education was introduced; tendency to diminish up to September 1961, but then the introduction of fee-free primary and middle education needed a greater number of teachers.

*Greece.* Surplus which will be absorbed within five years.

*Guatemala.* Shortage, which has always existed; tendency to diminish.

*Guinea.* Shortage, especially since the school year 1958 when the country acquired full sovereignty; tendency to increase; impossible to predict when the crisis will be overcome.

*Hungary.* Shortage since 1959-1960; tendency to increase, but will subsequently diminish.

*Iceland.* Shortage since 1944; currently increasing; impossible to predict when the crisis will be overcome.

*India.* Shortage since about 1950; currently increasing; will be overcome within ten or fifteen years.

*Indonesia.* There is no shortage if the ratio of one teacher for 50 pupils is accepted as a principle.

*Iran.* Shortage since end of second world war; tendency to increase; will be overcome about 1982.

*Iraq.* No shortage at this time.

*Ireland.* Shortage since 1951; tendency to diminish.

*Israel.* Shortage since 1949-1954, years of heavy immigration; tendency to increase; end of crisis cannot be forecast.

*Italy.* No shortage, even a surplus of this category of teachers.

*Japan.* No shortage, tendency rather to a surplus.

*Jordan.* Shortage since the opening of primary schools.

*Korea, Republic of.* Shortage since 1950; tendency to diminish; impossible to forecast end of crisis.

*Lebanon.* Shortage since 1953; tendency to increase; impossible to predict when the crisis will be overcome.

*Liberia.* Shortage; tendency to increase; it is hoped that by 1971 it will begin to diminish.

*Luxembourg.* Shortage since about 1955; tendency to increase; impossible to predict when the crisis will be overcome.

*Madagascar.* Shortage springs from lack of funds, but impossible to say from when this began; impossible to predict when the crisis will be overcome.

*Malaya, Federation of.* Shortage since the end of the Pacific war (1941-1945), and the Japanese occupation; tendency to diminish; the crisis will be overcome about 1972.

*Mexico.* No shortage.

*Monaco.* No shortage.

*Morocco.* Shortage since 1956, year of the proclamation of independence; tendency to increase; end of crisis forecast for 1970-1975.



*Nepal.* Surplus in the capital, but shortage in isolated areas; since 1900, when the first schools were set up; will be overcome within three years.

*Netherlands.* Shortage, slight, since end of second world war; increased from 1954, decreased from 1960, is now tending towards disappearance in 1963.

*New Zealand.* Shortage since about 1950; tendency to increase; some improvement possible in 1963, but the end of the crisis cannot be forecast.

*Niger.* Acute shortage; from 1964, the situation should improve.

*Nigeria.* No shortage due to very low admission requirements to the profession.

*Norway.* Shortage since 1945-1946; tendency to increase; the end of the crisis cannot be foreseen due to the many factors involved.

*Pakistan.* Persistent shortage; worse at time of independence in 1947; improvements not expected in near future.

*Paraguay.* Shortage; has always existed; worsened during last three years.

*Peru.* Shortage since about 1930; tendency to increase; could be overcome in about twenty years, taking into account normal rises in budget appropriations.

*Philippines.* Shortage since 1945 or 1946; tendency to diminish; end of shortage cannot be forecast.

*Poland.* Shortage of qualified teachers after the second world war; in 1963, teacher requirements will be met, but towards 1966-1967 a new shortage will become evident due to extension to eight years of primary school.

*Portugal.* No shortage.

*Rumania.* No shortage.

*Saudi Arabia.* Shortage since 1950; tendency to diminish; will probably be overcome in 1966.

*Sierra Leone.* Shortage worsens each year.

*Spain.* No shortage.

*Sudan.* Severe shortage in 1962; tendency to increase; should be overcome about 1970.

*Sweden.* No shortage properly speaking.

*Switzerland.* Shortage since 1947-1948; increased in 1955-1956, then more or less stationary; end of crisis cannot be foreseen.

*Syria.* Shortage has existed for a long time, but especially since 1946, date of independence; tendency to diminish; crisis should be overcome in about five years.

*Thailand.* Shortage since 1921, when the law on compulsory education was promulgated; in process of diminishing; may be overcome towards 1980.

*Togo.* Shortage since 1958; tendency to worsen.

*Tunisia.* Shortage since 1956 immediately on acquiring independence; tendency to increase; crisis will be progressively overcome from 1965.

*Turkey.* Shortage since 1923; tendency to diminish; will be overcome around 1972.

*United Arab Republic.* Too few teachers, so far as implementing official plans for development and improvement in primary education is concerned, since 1956; tendency to diminish gradually; should be possible to overcome the shortage by 1962-1963.

*United Kingdom. England and Wales.* Shortage if number of pupils per class is to be limited; since end of second world war; tendency to worsen; problem will remain acute for several years. *Northern Ireland.* Shortage since war years 1939-1945; more or less stationary since 1947; should be overcome in about five years from now.



*United States.* Shortage since 1942; diminishing on the whole; the crisis may be overcome or at least lessened between 1965 and 1970.

*Upper Volta.* Shortage from October 1960; tendency to remain stationary; will be overcome towards 1964.

*U.S.S.R.* Minimal shortage, in no way serious, from 1950 to 1960; current requirements are being satisfied.

*Uruguay.* No shortage.

*Vietnam.* Shortage since 1954, at commencement of big expansion in primary education; tendency to diminish; possibility of overcoming crisis towards 1967.

*Yugoslavia.* Shortage since 1945; tendency to diminish; possibility of overcoming crisis towards 1970.

### • ANALYSIS OF THE SHORTAGE

The better to show the various forms which the crisis of the shortage of teachers takes in various countries, we have devoted a chapter to its analysis, that is to differentiate between the supply of men and women teachers, in terms of numbers in the shortage, and which regions or areas are the most affected; finally, to determine whether minority groups suffer more than the country as a whole.

*Shortage of men or women teachers.* In 53 countries replying to this question the shortage is about equal for both sexes in 17 countries (32%), a greater shortage of women in 13 countries (24.5%) and greater recruitment difficulties with men teachers in 23 countries (43.5%).

The lack of men teachers is explained on the one hand by the fact that a considerable number of better paid careers, or those which carry greater prestige, are open to young men, while at the same time requiring a less formal education, and on the other hand, because underdeveloped countries have drawn heavily on their teaching cadres to fill their administrations. The losses during the second world war must also be taken into account, and also the disorganisation which the aftermath of war left behind in many countries.

Those countries which report a greater lack of women teachers account for this by the heavy resignation rate due to early marriage, a feature of this epoch, and also to the instability generally prevalent among married women who work. Account must also be taken of the fact that in many countries, education for girls is far behind the level of that for boys and that in consequence the numbers of women having adequate education is quite insufficient.

*Localised or general shortage.* As to whether the entire country, or some areas only are affected by the shortage of primary teachers, 14 countries (about one quarter) state that the shortage is felt over the whole country.

On the other hand, 48 countries (about three quarters of the replies received to this question) state that some areas are more affected than others and that there are even great differences, going from surpluses in some places to acute shortage in others. It is nearly always rural areas, sometimes these exclusively, which suffer the most from the lack of teachers. This is due to their isolation, bad communications, low salaries, the absence of social and cultural life, etc. Teachers naturally try for a



post in urban areas and refuse for the most part to be sent to distant areas. This explains why some countries have had to use coercion to fill isolated posts, relating salary increases and promotions to a type of compulsory rural service, etc.

*Are minorities more affected?* From 23 replies received to this question it appears that minority schools suffer from the shortage, sometimes even as much as other schools, and that they have the same difficulties in staffing them. In only a few countries are minority schools less affected.

### *Comparative Table*

*Afghanistan.* The shortage of men teachers is more acute than that of women, and it is more marked away from the capital.

*Australia.* The shortage of men teachers is greater than that of women. There is no significant difference from one locality to another, nor between minority groups, who also suffer.

*Austria.* The shortage is most marked as regards men teachers; it affects rural areas almost entirely and is in evidence only in very small degree in schools for minority groups.

*Belgium.* The shortage of men teachers is more marked than that of women; it affects mostly rural areas.

*Bulgaria.* The shortage of men teachers is more marked than that of women; it affects remoter areas and classes 5 to 8.

*Burma, Union of.* Different parts of the country suffer more than others from the shortage.

*Byelorussia.* Pedagogical cadres are evenly distributed throughout the country.

*Cambodia.* The shortage is particularly marked as regards women teachers, in remote areas of the country, and for minority groups (Islamic and other Khmers). The number of teachers, which was 4,524 before independence, is now 12,886, but requirements are for 18,667.

*Canada.* Two provinces have recruiting problems as concerns men teachers; posts in remote areas where living conditions are difficult, and social and cultural attractions few, are difficult to fill; in three provinces, minority groups (language or religion) are experiencing difficulty in recruiting teachers.

*Chad.* The very small number of women teachers is balanced by the equally small number of girls scholarised; some areas suffer from the shortage more than others.

*China, Republic of.* Urban areas were generally less affected by the shortage; during the 1961-1962 school year, a total of 46,266 teachers was adequate to ensure six-year compulsory education.

*Colombia.* It is mostly men teachers who are lacking in the primary education corps; the shortage is most acute in rural areas, especially those isolated where salaries are very low. There are 44,910 teachers in service, but requirements are for 22,150 more.

*Congo (Brazzaville).* The shortage of teachers is felt in the same proportions among teachers of both sexes; it affects all areas of the country, but more especially those regions which are difficult of access. Requirements are for 3,500 teachers whereas there are at present only 2,400.

*Costa Rica.* The shortage is felt among men rather than women teachers, and in all rural areas. Some 1,500 certificated teachers are lacking and to scholarise the entire primary school age population, teacher training colleges would have to produce a 9% rise in output.



*Cyprus.* The shortage is more marked as regards women teachers and in some areas of the country; requirements are for 100 new teachers (not including those for pre-school education).

*Czechoslovakia.* Shortage of men teachers more pronounced; in Slovakia and some frontier areas the shortage is more marked; it does not affect minorities.

*Denmark.* Shortage of both sexes in equal proportions; more marked in rural areas; is also serious in the only minority group, that of the German minority in South Jutland.

*Ecuador.* Men teachers, until recently predominant, have declined in numbers so that there is now an equal shortage of both sexes; shortage more acute in remote rural schools especially in the coastal provinces.

*El Salvador.* Shortage is the same over the whole country; some minorities more affected. A 75% rise in primary teacher strength would be needed to scholarise all children.

*Ethiopia.* Shortage especially marked as regards women teachers (who represent only 11% approximately of the teaching corps); the provinces are the most affected. Teacher requirement is 70,000 if education were made compulsory for all school-age children. Present teacher strength is 6,000.

*Finland.* The shortage is most marked as regards men teachers; it is more acute in poor areas where teachers receive no special allowances.

*France.* Shortage of men teachers; heavily populated industrial *départements* are most affected by the shortage; no minority group problem, but population shifts consequent on building works cause periodic scholarisation problems; a rise of 9-10% in teacher strength is needed.

*Gabon.* Shortage of women teachers more marked; total teacher strength is currently 637, but requirements are for 800.

*Germany, Federal Republic of.* Men teachers are lacking for the most part; the degree of the shortage is different depending on each *Länder*.

*Ghana.* Shortage general throughout the whole country. There are 20,580 teachers currently in service. The recent census will provide information on number of teachers necessary.

*Guatemala.* The shortage is proportionately more marked as regards men teachers; some areas are more affected, especially rural ones. Requirements are for 13,298 more teachers to scholarise all children of school age (7 to 14 years) including those children who are not attending school. Current teacher strength is 9,152.

*Guinea.* The shortage is more marked as regards women teachers. It is in evidence in all areas of the country. Current teacher strength is 3,346, but requirements are for 14,000.

*Hungary.* It is mostly men teachers who are lacking; all areas of the country are affected by the shortage.

*Iceland.* Shortage more marked as regards men teachers as well as in isolated areas.

*India.* There is a general shortage of women teachers. Rural and difficult areas are especially affected by the shortage of teaching staff. By 1975, for 110 million primary and middle school pupils, requirements will be for 3 million teachers (requirements in 1961 were for 1.6 million).

*Indonesia.* Some shortage has been felt in certain areas, teacher distribution not being on a systematic basis. To introduce compulsory education, requirements would be for 300,000 teachers as against the 260,000 currently available.

*Iran.* Shortage is greatest as regards women teachers; it is more marked in villages than towns; not all minorities suffer in the same degree. Requirements are for 170,000 primary teachers as against the 45,580 currently available.



*Ireland.* Without there being a true shortage, there is a certain lack of teachers for the islands, and isolated rural areas suffer more as well as certain minorities.

*Israel.* There is a shortage of teachers of both sexes, but mostly of men ; the shortage is more acute in northern and southern areas, as well as in isolated villages or settlements.

*Korea, Republic of.* Shortage equally marked for both sexes. Requirements are for 78,199 primary teachers, whereas currently there are 68,124 in service.

*Lebanon.* Shortage equally marked for both sexes, and in all areas of the country.

*Liberia.* Shortage equally marked for both sexes. Statistics for 1961 showed 1,796 teachers in service in primary education.

*Luxembourg.* The shortage of both sexes is equally marked, in all areas, but mostly in rural and agricultural ones. It is not possible to say how many teachers are required.

*Madagascar.* The shortage is more serious in coastal and southern areas than on the high plateaux. Underprivileged areas receive greater assistance as regards scholarisation ; there is no minority question.

*Mexico.* There is a certain shortage in insalubrious areas, with bad communications and where living costs are high. Between now and 1970 67,290 new teachers will need to be recruited.

*Morocco.* Shortage more marked as regards women teachers. It is less acute in coastal areas than in the interior. Requirements are for 52,000 teachers to make education compulsory, and currently the strength of the teaching corps is 22,000.

*Nepal.* Shortage is equally marked for both sexes and in the different areas of the country ; it is also felt by minority groups.

*Netherlands.* A slight shortage is spread more or less equally among both sexes. It can temporarily affect one area more than another.

*New Zealand.* It is not possible to say if the shortage is more marked for one sex or another ; it is affecting North Island more than South Island.

*Niger.* The shortage is more marked as regards women teachers ; due to bad distribution of schools, certain areas are insufficiently staffed. Nomads are especially affected. There were 764 teachers in service on 1 January 1962 ; requirements are for at least 1,000 new classes per year.

*Norway.* Teachers of both sexes are lacking ; remote and isolated areas are more affected ; the Lapps, the only minority group, lack teachers speaking Lappish, but on the whole the shortage is less marked. By 1970, it is estimated that requirements will be for 25,300 teachers, whereas there are at the moment 17,231.

*Pakistan.* The shortage is of women teachers rather than men ; some areas are more affected by the shortage than others ; the same situation applies in minority group schools. Requirements are for 456,000 teachers instead of the 123,310 in service in 1959-1960.

*Paraguay.* There is a very small proportion of men teachers ; the importance of the shortage of teachers is different depending on the area. Currently, there are 10,998 teachers for 311,833 pupils ; requirements are for 1,460 more for the 57,000 children who do not attend school.

*Peru.* The shortage is most marked as regards men teachers ; it exists in all areas of the country. Currently, there are 43,940 teachers, but requirements are for 74,490.

*Philippines.* The shortage is most marked as regards men teachers.

*Poland.* Peripheral *voivodes* and small localities suffer the most from the shortage, which is not felt in those schools where Polish is not the vehicular language.

*Portugal.* Three areas only suffer from a slight shortage.



*Saudi Arabia.* The shortage is equally marked as regards both sexes. It is felt in all areas of the country. The number of teachers needed has not yet been worked out.

*Sudan.* The shortage is equally marked as regards both sexes. It does not affect one area more than another. The extension of compulsory education will require a rise of 42% in the number of teachers.

*Switzerland.* The shortage of men teachers is more marked than that of women; there are considerable differences from one canton to another.

*Syria.* The shortage is more marked as regards men teachers; remote, agricultural and especially frontier areas are the most affected.

*Thailand.* The shortage is most acute in isolated provincial areas.

*Togo.* Women are enrolling into the teaching profession in ever-increasing numbers. The effects of the shortage are felt throughout the whole country.

*Tunisia.* The shortage of women teachers is more acute than that of men; all areas of the country are equally affected, the posting of teachers being the responsibility of a central body; there are no minority problems. There are currently 9,500 teachers in service, but requirements are for 14,937 to scholarise all children of primary school age.

*Turkey.* The shortage is spread equally among both men and women teachers, and in all areas of the country. Requirements are for 90,000 teachers whereas there are at the moment only 53,114.

*United Arab Republic.* Considerable recruitment of women teachers is planned for the first four years of the primary school; efforts are made to recruit primary teaching staff in the area in which they live; there are no special schools for minorities. In order to scholarise all children of school age requirements are for 23,410 new teachers between now and 1965.

*United Kingdom. England and Wales.* Marked shortage of women teachers, who are less stable; some areas suffer more from the shortage because of their remoteness, isolation, etc. *Northern Ireland.* Women teachers are more numerous than men teachers; the shortage is more marked in small isolated schools; there is no minority problem.

*United States.* Both men and women teachers are lacking in the same proportions; rural areas are more affected than urban ones by the shortage; in general, minority groups have the same problems.

*Upper Volta.* It is mostly men teachers who are lacking; all areas of the country are affected by the shortage.

*U.S.S.R.* Remoter areas were the most affected by the shortage, as well as some autonomous republics.

*Vietnam.* The shortage is marked in all areas of the country. In 1962, requirements were for 40,545 teachers and there were only 20,545 in service.

*Yugoslavia.* The shortage is equally marked for both sexes; it varies depending on the area and affects some minorities more especially. In 1961-1962, 8,900 posts were vacant.

## CAUSES OF THE SHORTAGE

### INCREASE OF POPULATION AND COMPULSORY EDUCATION

*The increase in the school age population* is a direct consequence of the increase in the birthrate in 54 countries (that is 65% of the 83 countries replying to this enquiry) and one of the causes, if not the principal cause, of the shortage of primary teachers from which they are suffering. This increase in births was generally heavy immediately after the war, or during the 1950's.



*The extension of education* is cited by 23 countries as one of the major causes of the shortage of teachers; nearly always, such an extension is brought about "from the top" by keeping pupils at school a greater number of years. In rare cases, such an extension can be brought about "from the bottom" by admitting enrolments one year earlier.

For 19 countries, it is the *generalisation of education* (whether compulsory or not) which has made the shortage of teachers worse in face of increased demands due to the opening of new schools.

Where 12 countries see the *introduction of compulsory education* as one of the major causes of the shortage of teachers, 16 countries state that they are as yet far from being able to adopt such a measure. Where now they already suffer from a shortage when only a part of the total of children of school age attend school, what will happen when they have to ensure education for all children? It is for this same reason that the principle of compulsory education is being applied gradually and can show considerable variations between one region and another.

Finally, five replies stated that the introduction of *free education* has contributed partly to the lack of teaching staff. It will be seen from the comparative table below to what degree the factors mentioned above constitute reasons for the shortage of teachers.

### *Comparative Table*

*Afghanistan.* Increase of school enrolments; tendency towards generalisation of free and compulsory education.

*Australia.* Continuous rise in birthrate; compulsory education has been in force for a long time and is not a factor in the shortage.

*Austria.* Continuous rise in birthrate since 1961; education will be extended from 1966, increasing the present shortage by about 10%.

*Belgium.* Rise in birthrate following second world war is one of the causes of the shortage.

*Bulgaria.* Since 1960 primary education has been extended by one year.

*Burma, Union of.* The shortage is not due to either the increase in the birthrate, nor to the introduction, generalisation or extension of compulsory education.

*Byelorussia.* The increased number of school-age children, as well as the extension from 7 to 8 years of compulsory education, are causes of the shortage of teachers.

*Cambodia.* The shortage springs from many causes; in particular the progressive generalisation of education after independence, true compulsory education not yet being in force.

*Canada.* In several provinces, the rise in the birthrate after the second world war accounts partly for the shortage, but nowhere is this caused by the extension of compulsory education.

*Ceylon.* Neither the introduction, generalisation or extension of compulsory education, nor the increase in the birthrate is responsible for the shortage.

*Canada.* The rising birthrate is only partly responsible for the shortage; the introduction and generalisation of compulsory education do, however, play a major part.

*China, Republic of.* The birthrate, which rose after the end of the second world war, began to decrease from 1960.



*Colombia.* The increase in the birthrate is an ever-present factor, which has been in evidence for 30 years. The introduction of compulsory education in certain areas, the generalisation of education in others and the extension of education elsewhere are all factors contributing to the shortage.

*Congo (Brazzaville).* The rising birthrate and the greater rhythm of school attendance as well as scholarisation of rural areas owing to the decentralisation of primary schools are all among the cause of the shortage. Primary education from 6 to 16 years has been legally enacted.

*Costa Rica.* Steep rise in birthrate; free education in force since 1869, as well as compulsory education becoming more generalised each year are all causes of the shortage.

*Cyprus.* One of the principal causes of the shortage is the rising birthrate, in evidence since 1878, as well as the introduction, this year, of compulsory education; extension from six to eight years, achieved in 15 schools, cannot be generalised yet since this would require an increase of 20% in teacher strength.

*Czechoslovakia.* Extension to nine years of compulsory education is covered by an enactment of 15 December 1960.

*Denmark.* Enrolments of pupils are tending to decrease; compulsory education has not been extended.

*Ecuador.* The rising birthrate is one of the causes of the shortage; also the generalisation of primary education. Primary education has not been extended.

*Ethiopia.* The rising number of births is not a factor in the shortage, since only a small proportion of school-age children attend primary school. The generalisation of compulsory education, and the extension from 6 to 8 years of primary education have meant an increase in teacher demand.

*Finland.* The rise in birthrate after the second world war is the principal reason for the shortage, as well as the extension, by one year, of compulsory education since 1947 (increased teacher demand of 2%).

*France.* The birthrate, rising after the second world war ended, is now decreasing, and has been so for several years. The extension to 14 years of compulsory education, which came into force in 1936, does not exert a great deal of influence on the shortage. The 1959 reform, which will extend compulsory education to 16 years, will not be applied until 1967 and will then constitute a serious staff problem.

*Gabon.* The birthrate has a tendency to rise still more steeply; neither the generalisation nor extension of education can be invoked.

*Germany, Federal Republic of.* Progressive increase in number of pupils; in several Länder the extension of primary education to nine years has accentuated the shortage.

*Ghana.* The rise in the birthrate is one of the principal causes of the shortage; fee-free education has been introduced in primary and middle schools.

*Guatemala.* The birthrate, always high, has a tendency to rise.

*Guinea.* The rising birthrate is not a cause of the shortage; this springs from the introduction and generalisation of compulsory education.

*Hungary.* The rise in the school population is the result of a rising birthrate between the years 1953 to 1955; the extension of compulsory education, in force since 1962, has not had any effect on the shortage.

*Iceland.* The increase in the birthrate since 1944 shows a tendency to maintain its rhythm; compulsory education has been extended.

*India.* The shortage cannot be ascribed to the rising birthrate; it is rather the introduction, generalisation and extension of compulsory education which has caused an increased teacher demand.



*Indonesia.* The shortage is due to the efforts of the government to introduce compulsory education.

*Iran.* The increase in the birthrate after the second world war is one of the factors of the shortage; compulsory education has not been extended.

*Ireland.* The increase in the birthrate during and immediately following the war years and up to 1947 has now decreased to a stable level; compulsory education has not been extended.

*Israel.* The rising birthrate during the years 1949-1954, and the introduction of compulsory education are causes of the shortage.

*Korea, Republic of.* The increase in birthrate since the armistice in 1945 and the introduction of compulsory education are causes of the shortage.

*Lebanon.* The rise in the birthrate since 1945 has a tendency to increase still more; compulsory primary education has not been either introduced or generalised.

*Liberia.* The increasing and constant rise in the number of births has no great importance when compared to the factor of the introduction of compulsory education, largely responsible for the shortage. This will become still more acute when the law on compulsory school attendance is passed.

*Luxembourg.* The rising birthrate has no effect on the shortage, this being due to the extension of compulsory education.

*Madagascar.* The birthrate has risen considerably since 1945; compulsory education does not exist but the legal 6 to 14 years period of education can be extended to 16 years.

*Malaya, Federation of.* The birthrate which began increasing after the war is still tending to rise; free education was enacted in January 1962, but education is still not compulsory.

*Mexico.* The increasing rise in population, especially over the last 30 years, and the generalisation of free compulsory education has meant an increased demand for teachers; the extension of compulsory education to 6 years in the primary schools requires 20 to 25% new posts.

*Morocco.* The rising birthrate and the desire for the generalisation of education are the causes of the shortage.

*Nepal.* The rise in the number of pupils since 1951 has a tendency to increase still more; compulsory education does not exist.

*Netherlands.* The birthrate rose in 1946-1948, compulsory education was extended by one year in 1950, but not many pupils were affected by the shortage of teachers.

*New Zealand.* The rising birthrate, in evidence since 1940, had meant a considerable rise in the school population from 1954; this is now showing signs of diminishing.

*Niger.* Demographic increases, and the introduction of compulsory education for children living near schools, are the causes of the shortage.

*Norway.* The rising birthrate, whose effects have been felt in the schools, since 1952, has been increasing since 1954. The extension of compulsory education from seven to nine years will make the lack of teachers still more acute, but is not a cause of the shortage.

*Pakistan.* The birthrate has always been high; compulsory education of five years will be introduced by 1970; only 50% of children of school age actually attend school.

*Paraguay.* The increasing rise in the population and democratisation of education are the factors governing the shortage.



*Peru.* The continuing rise in the birthrate, in evidence for 30 years, as well as the introduction of compulsory education and fee-free primary schooling are the reasons for the shortage.

*Philippines.* The birthrate has risen since 1949-1950. Compulsory education has not yet been introduced or generalised.

*Poland.* Since 1953-1954, the number of children of school age has continually increased; the extension from seven to eight years of compulsory schooling will make the shortage worse.

*Portugal.* Despite the increase in school attendance due to a more strict application of the law on compulsory, and extended, education there is no shortage.

*Saudi Arabia.* The birthrate has been rising since about 1950; extension of primary education, which is not compulsory.

*Sierra Leone.* No figures are available concerning the birthrate; compulsory education has not yet been introduced.

*Sudan.* The rising birthrate has no effect on the shortage; compulsory education is not yet in force; the shortage is due in part to the extension of primary education and in part to the extension of schooling facilities.

*Switzerland.* The steep rise in the birthrate as well as the tendency to extend compulsory education are making the shortage still worse.

*Syria.* The rise in the birthrate, even if small, as well as the extension by one year of compulsory education, are the causes of the shortage.

*Thailand.* The rise in the birthrate is partly responsible for the shortage, but the extension from four to seven years education is one of the major causes.

*Togo.* The continuous rise in the numbers of pupils since 1958 has had as a result the scholarisation of only 50% of children.

*Tunisia.* The fairly heavy rise in the birthrate contributes to the shortage.

*Turkey.* The rising birthrate, in evidence since 1928, but which has a current tendency to decrease, is one of the causes of the shortage. The generalisation of compulsory education also plays a part in this respect.

*United Arab Republic.* The increase in population, as well as the generalisation and extension of compulsory primary education since 1956 have contributed to the existence of the shortage.

*United Kingdom. England and Wales.* The birthrate continues to rise. *Northern Ireland.* The rising birthrate is one of the causes of the shortage, as well as the extension of education from 14 to 15 years and the lowering of the lower limit of compulsory school attendance to five years.

*United States.* The rising birthrate is one of the causes of the shortage.

*Upper Volta.* The rise in the number of pupils during the last ten years, which has a tendency to rise still more, is the cause of the shortage. There has been neither the introduction nor the extension of compulsory education.

*U.S.S.R.* The increase of the school population in the first four classes has a certain significance in this context.

*Vietnam.* The rise in the number of births since 1954 is one of the principal reasons for the shortage; the generalisation of compulsory primary education also plays a large part.

*Yugoslavia.* The rising birthrate, in evidence since 1952, is one factor in the shortage, as is also the extension to seven, then eight, years of compulsory education, and its generalisation.



## DIFFICULTIES IN RECRUITING TEACHERS

It is unquestionable that the shortage is caused partly by difficulties in recruitment of trainee-teachers; this is due to several reasons.

Of the 62 replies received to this question, 19 (or one third) cite a lack of interest in the profession at the time when young people are making their choice of a career. In 20 countries (one third), there is no evidence of lack of interest (the teaching profession in certain countries is highly respected).

In 16 countries (one quarter), the lack of interest in the profession springs largely from insufficient remuneration given to teaching staff, when they can, with equal or lower educational qualifications receive higher salaries elsewhere, especially in private industry. The competition of other careers must thus be faced, their higher prestige, the possibilities of living in the cities, and with future prospects which are less limited. In view of the current economic boom, it is a great temptation to prefer the higher material and social status of other careers to that of teaching.

Among other reasons given to explain the difficulties of recruitment, the lack of training colléges must be quoted, together with their inability to increase their capacity, the conditions of work, considered arduous by some, and the multiplicity of extra-scholastic tasks which teachers have to undertake.

Finally, and independently of recruiting difficulties, 8 countries state in their replies that resignations constitute a factor contributing to a worsening of the shortage; these are caused largely by the marriage of women teachers, sometimes also of a change of career. These losses, however, do not seem to be very important, quantitatively speaking.

*Comparative Table*

*Argentina.* Remuneration insufficient, which fact contributes to the desertion of men teachers from the profession.

*Australia.* No lack of interest in the profession.

*Austria.* The numerical importance of resignations (caused by marriage, maternity, change of profession) is 1% of the teaching corps; competition from university studies, a military career, and other professions having more of a future, etc.

*Belgium.* Lack of interest in the teaching profession; variety and abundance of possibilities offered by the private sector of the economy; salary insufficient.

*Burma, Union of.* No lack of interest in the profession.

*Byelorussia.* No difficulties in recruitment, the teaching profession being liked and respected; admission to pedagogical training establishments is by competitive examination and on recommendation.

*Cambodia.* Prior to independence, serious lack of interest in the profession due to insufficient remuneration and prejudice; current measures taken to raise the status and salary of teachers have meant a notable reduction in resignations and caused an influx of candidates to training colleges.

*Canada.* The competition from more lucrative careers has brought about an increase in salaries; the teacher's prestige has been increased due to the increasing importance given by the population to education; powerful teachers' associations have also played their part.



*Ceylon.* No lack of interest in the profession; no excessive resignation rate, nor an insufficient number of candidates to training colleges.

*Chad.* Education is only of interest to holders of the Chad primary certificate; those with higher certificates being drawn to better paid employment; on independence, the Republic drew heavily on its teachers to fill posts in its administration.

*China, Republic of.* Teachers have a high standing.

*Colombia.* Lack of attraction for the profession and low salaries cause a loss rate of 15% in teachers and lower the output of training colleges.

*Congo (Brazzaville).* Difficult living conditions in rural posts, the lack of housing, and insufficient remuneration do not stimulate interest in the profession; the number of candidates to training colleges and appointment examinations is still insufficient.

*Costa Rica.* The material conditions of life of students at training colleges must be improved, salaries must be increased for teachers and living conditions in the countryside raised.

*Dahomey.* Pedagogical training establishments have an output of only 47% of requirements, some 80 teachers; total requirements are for 170 teachers.

*Denmark.* No lack of interest in the profession.

*El Salvador.* A big effort is being made to increase salaries. The absence of a sense of vocation on the part of some teachers, and the desire to take up higher studies of a different nature cause a certain loss to the profession.

*Ethiopia.* Competition from the Administration which offers numerous posts to teachers which are better paid and allow them to live in the capital.

*France.* More and more marked disenchantment with the profession due to salaries markedly lower than those paid in private enterprise and in other sectors of the civil service, to lowered prestige in the social and moral situation of teachers, to conditions of work more and more arduous, to extra-scholastic tasks more numerous and time-consuming.

*Gabon.* Lack of interest in the profession due to the fact that teachers are less well paid than other civil servants; this produces a loss to other posts in the administration.

*Germany, Federal Republic of.* There is a lack of interest in the profession in one Länder, whereas in others a rise in the numbers of students at higher training colleges has been noted; due to full employment, there are many other careers open to the young; the present age groups from which teachers are drawn also suffered from the losses in two world wars; fairly heavy resignation rate of married women teachers.

*Ghana.* No lack of interest in the profession.

*Guinea.* A certain lack of interest in the profession is manifest, but is being countered by the administration (special allowances, special concessions to training colleges).

*Hungary.* No lack of interest in the teaching profession, but impossible to admit all the candidates desirous of entering colleges.

*Iceland.* Competition from other better paid professions; tendency of many women teachers to undertake training without intending to remain in the profession, and leaving their posts on marriage.

*India.* No lack of interest, no high resignation rate, nor an insufficient number of candidates for training colleges.

*Iran.* Lack of interest in the profession due to poor social conditions and insufficient salaries.



*Israel.* The number of candidates increases all the time but is still insufficient; the attractions of other better paid careers, which also have a higher social status, also play their part.

*Korea, Republic of.* No lack of interest, but lack of funds to ensure the training of teachers.

*Lebanon.* Lack of interest in the profession arising from insufficient salaries and strictness of entrance examinations.

*Liberia.* Lack of interest, due to a feeling of material insecurity and the low social status of teachers.

*Luxembourg.* Salary insufficient; the resignation rate is not heavy; it is hoped that new recruitment methods at the pedagogical institute will improve the situation.

*Madagascar.* Temporary competition from better paid or easier careers; the attractions of a career in teaching remain very much alive, offering considerable possibilities of social promotion, etc; the high number of candidates to training colleges allows selection to be made.

*Mexico.* The improvements in salaries and allowances have increased interest in the profession.

*Morocco.* Competition between the different ministries, which is now diminishing; the problem of salaries is in course of solution.

*Nepal.* Lack of interest due to low salaries.

*Netherlands.* Lack of interest in the profession due to the difficulties of employment experienced by many teachers during the 'Thirties.

*New Zealand.* No lack of interest, but the high number of trainee-teachers is still insufficient for the annual increase in enrolments; large number of resignations of young women teachers during the first ten years of service; general shortage of labour.

*Niger.* Staff requirements of other important services affect the recruitment, already insufficient, of candidates to training colleges.

*Norway.* No lack of interest, but limited capacity of training colleges.

*Pakistan.* Recruitment difficulties spring from the low social level of teachers, their lack of prestige in the community, the insufficiency of their salaries, reduced possibilities of promotion and the impossibility of improving their situation.

*Paraguay.* Lack of interest, which causes teachers to leave the profession.

*Peru.* Insufficient salaries.

*Philippines.* There are too many candidates to the profession.

*Poland.* A number of qualified teachers leave the profession for posts in one of the sectors of the national economy, at present in process of development.

*Portugal.* The large number of candidates to training colleges allows a more strict selection to be made.

*Saudi Arabia.* No lack of interest in the profession; few resignations; increase of numbers of candidates to training colleges.

*Sierra Leone.* Lack of interest in the profession.

*Sudan.* No lack of interest in the profession.

*Switzerland.* Competition from other more lucrative careers, especially for the young; the teaching profession is always of interest to young women, but many leave their posts to get married.



*Syria.* No lack of interest since the number of candidates to training colleges is on the increase; a few resignations have an adverse influence.

*Thailand.* No lack of interest in the profession.

*Togo.* No recruitment difficulties.

*Tunisia.* Shortage in nearly all cadres; numerous and varied outlets; number of resignations insignificant among certificated teachers, but heavy among temporary staff.

*Turkey.* Salary insufficient, social and moral situation not satisfactory.

*United Arab Republic.* Insufficient recruitment of women in some training schools in isolated areas, but in general no lack of interest in the profession.

*United Kingdom. England and Wales.* No lack of interest in the profession; on the contrary, the number of qualified candidates, especially women, is in excess of training establishment capacity.

*United States.* Relative lack of interest, due to lower remuneration than can be obtained in other professions; the current increase in numbers of candidates to the teaching profession is still insufficient.

*Upper Volta.* Some lack of interest in the profession, which springs from working conditions, promotion prospects and housing problems.

*Vietnam.* No lack of interest in the profession, but budgetary appropriations are insufficient for recruitment.

*Yugoslavia.* No lack of interest in the profession; resignations are numerically negligible.

#### OTHER CAUSES

The questionnaire sent to Ministries of Education included one question designed to discover what other causes, besides those already mentioned, played a part in the shortage.

The cause mentioned most frequently in 37 replies received was that of *a)* increased school attendance, a logical sequel to the ever-increasing desire of parents to have their children educated; *b)* certain reforms in the structure of education or of the organization of primary education; reduction in the number of pupils per teacher, in the number of hours worked, expansion of the hostel system, etc.; *c)* some causes concerned more particularly the teacher himself: his wish to pursue higher studies; pedagogical or otherwise, the transfer of primary teachers to other levels of education, tendency of women teachers to marry younger, etc.

Factors of a quite different order also play a part: *a)* the heavy losses suffered by the primary teaching corps in some countries during the war; *b)* the fact that teachers are recruited from a generation of low birthrate to serve one of high birthrate; *c)* the insufficient number of pupils who complete secondary education, compared to the flood of pupils from primary schools, and the small number among the former who take up a teaching career.

Finally, we must mention that some causes of the shortage only make their effects felt in one part of a country, such is the case, for example, when populations shifts are to blame or the magnet of city life on teachers, and their dislike of schools in rural areas.



*Comparative Table*

*Afghanistan.* There is a greater appreciation by the public of the value of education; the social emancipation of women since 1959 also plays a part.

*Australia.* A low birthrate in the 1930's is responsible for the shortage of recruits to teaching; the evolution of the rate of immigration also plays a part.

*Belgium.* The shortage is also due partly to successive reductions in the number of pupils per class decreed by the ministry of education in order to ensure that a class benefits from state subsidies.

*Bulgaria.* Extension of the school network and the introduction of a boarding school and day-boarding system are also causes of the shortage.

*Byelorussia.* Setting up of schools with reduced strengths (21-30 pupils for the first four years) is a factor in the shortage.

*Canada.* Recruitment of teachers suffered due to a low birthrate during the 1930's, as well as to the consequences of the war; the tendency to remain longer in high school has meant that many elementary teachers with the necessary qualifications have been encouraged to move into high schools.

*Chad.* Education is in a vicious circle: to train teachers requires the opening of schools for them, and to do this requires teachers; geographical isolation is also moral isolation and the false glitter of the towns draws away would-be candidates from the teaching profession; there is competition from other ministries who, in order to Africanise their cadres, offer prospects as lucrative as, and more attractive than, a career in education.

*China, Republic of.* Japanese teachers, in the majority during the occupation, left their posts vacant when they returned to Japan.

*Colombia.* Parents are showing a greater interest in schooling for their children.

*Congo (Brazzaville).* Teacher requirements for other categories of education are accentuating the shortage.

*Denmark.* Reorganisation and development of municipal schools in rural districts, decrease in the number of hours worked by teachers, opening of the new 8th. and 9th. year and "real" classes as well as the setting up of specialised teaching for deficient children have all contributed to a worsening of the shortage.

*Ecuador.* Insufficient financial resources, limited capacity of teacher training colleges, a defective appointments system, inability to adapt to the realities of the situation, especially in rural areas, and the lack of practical guidance all constitute factors in the shortage.

*France.* Considerable development of general secondary schools staffed by teachers seconded from their proper functions, development of technical secondary schools and other vocational establishments where teaching is more and more in the hands of teachers specially trained for his work, the shortage of teachers in secondary schools, necessitating the use of primary teachers in the teaching of classes in the first and second years of the modern division, are all factors in the shortage.

*Gabon.* Lack of funds prevents the recruitment of sufficient staff.

*Germany, Federal Republic of.* In several Länder, the extension of the duration of studies of primary teaching staff has resulted in the elimination of one graduation class; the development of secondary education has allowed many primary teachers the opportunity to acquire supplementary pedagogical training in order to obtain posts in secondary education.

*Ghana.* Immediately before and immediately after independence, some teachers left education for politics. The introduction of new salary scales in 1960 stopped the drift away from education.

*Israel.* The drop in infant mortality and the increasing desire for education shown by certain groups who until recently were not interested, contribute to the shortage.



*Lebanon.* The desire to continue higher studies causes a loss of many primary teachers to the profession.

*Madagascar.* The desire for education is general: every new class is at once filled and overfilled.

*Malaya, Federation of.* There is a great demand for education from all races and all walks of life and greater demand for secondary school teachers, both of which factors contribute to the shortage.

*Mexico.* Taking into account the prejudices of teachers graduating from teacher training colleges in towns as regards rural primary schools, the latter do not obtain the necessary staff.

*Morocco.* The disproportion between the number of students who finish secondary studies and the flood of new pupils who seek admittance to primary schools accentuates the lack of teachers.

*Nepal.* The setting up of new classes and the frequent sending of teachers to isolated or backward areas does not improve the situation.

*Netherlands.* The interest in continued education has been growing and the resulting need for teachers has been met partly by teachers from primary schools.

*New Zealand.* The fact that teacher requirements are met from a group with a low birthrate to serve the needs of a high birthrate group is a fundamental cause of the shortage, as is also the tendency of women to marry young.

*Niger.* The general desire for education among the population requires a constant increase in the number of teachers.

*Pakistan.* The adverse attitude which exists towards women who work has to be overcome, but the situation is improving rapidly and the number of women teachers is always increasing; the ever-increasing desire of parents to have their children educated also contributes considerably to the shortage.

*Peru.* The limited national budget also contributes to the shortage.

*Philippines.* The desire of people living in isolated rural regions to have their children educated and the authorisation to organise multigrade classes necessitate an ever-increasing number of teachers.

*Poland.* The losses suffered by the teaching corps during the occupation, the reduction from 30 to 26 of the number of hours teaching per week and the tendency not to increase the number of pupils per teacher all contribute to the shortage.

*Saudi Arabia.* The extension of primary education has not been accompanied by a parallel extension of teacher training.

*Syria.* The closing, at the time of independence, of some foreign schools meant that their pupils had to be accommodated in official schools, thus contributing to the shortage of teachers.

*Thailand.* Budget possibilities are limited; the problems of placement and distribution of teaching staff, as well as professional mobility which is at a high rate, are causes of the shortage; a large number of primary teachers have left the service to work in all levels of the public administration.

*Togo.* The awakening of the population to the benefits of education causes an increased demand for teachers.

*Tunisia.* Women teachers are too few in numbers in the teaching corps.

*United States.* Population shifts, the expansion of pre-school education, the competition from other professions and the desire to continue higher studies are all causes of the shortage.

*U.S.S.R.* The development of new forms of education (boarding schools, schools and groups with a prolonged day), necessitates the recruitment of a larger number of educators.



## STEPS TAKEN TO MEET THE SHORTAGE

## PLANNING TO COMBAT THE SHORTAGE

It appears that, in those countries who replied to this question, planning exists to counter the shortage of teachers. This is sometimes specifically limited to combating the shortage, at other times it forms part of a larger plan, taking in all aspects of education, or in an overall economic and social development plan. It can be in a national, regional or local context. Generally, it starts with estimating teacher requirements, and then passes to solutions to fill the vacancies. Most plans are concerned with the need to open new training colleges, or to organize forms of accelerated training.

Forecasts necessary in planning to combat the shortage of primary teachers are not easy to make. Account must be taken of interventions from various sectors of the Administration, fluctuations in the economy, etc.

The details concerning each country replying to this point will be found in the Comparative Table below.

*Comparative Table*

*Afghanistan.* Forward planning is in hand to meet requirements in primary teaching staff.

*Australia.* Such planning is a continuous process.

*Austria.* Planning is the concern of all education authorities and has been improved due to better statistical reporting; appropriate financial measures have been taken also.

*Belgium.* Estimating future requirements is rendered difficult due to the interplay of the many authorities concerned in the matter, and also to retirement conditions whereby a considerable choice is left to individual decisions.

*Bulgaria.* Teacher requirements will be entirely met during the 1965-1966 school year.

*Burma, Union of.* The struggle against the shortage of primary teachers has been taken into account in educational planning.

*Byelorussia.* Planning up to 1980 is in hand, this taking account of the scheduled increase in pupils and the extension of the school network.

*Cambodia.* Educational planning is taken care of in the five year economic and social development plan (1959-1964).

*Canada.* All provinces make estimates of future requirements of teaching staff and are planning new training facilities accordingly.

*Ceylon.* The attention of the national education Commission has been drawn to the question of teacher training for primary teachers.

*Chad.* Such planning is in hand.

*China, Republic of.* Planning is in hand as regards requirements and availabilities of teachers; three training colleges have been turned into junior colleges.

*Colombia.* Planning is in hand but has not been applied in its entirety; for the next six years it is correlated with building of new classrooms, reform of syllabuses and the extension of training colleges besides the organization of accelerated and further training courses.



*Congo (Brazzaville).* A statistical and planning department has been set up in the ministry; one of its tasks will be to study requirements and availabilities.

*Costa Rica.* Five year plan sets out to meet requirements in teachers.

*Cyprus.* The ten year plan will enable requirements to be met.

*Czechoslovakia.* Such planning is in hand.

*Dahomey.* Present planning schedules the building of a training college.

*Denmark.* Development of existing training colleges; possibly some new ones will be erected.

*Ecuador.* Planning is in hand which takes account of the modifications necessary in the organization, administration and scope of educational services as well as suggestions tending to improve the quality of teaching in teacher training colleges.

*El Salvador.* Planning to combat the shortage has been put in hand.

*Ethiopia.* Planning activity has been started and the Ministry is awaiting the arrival of a planning expert from Unesco. The problem of teaching personnel constitutes a part of the general planning for the development of education.

*France.* The Fourth Plan of economic and social development (1962-1965) gives considerable space to scholastic problems and the different priorities are gone into in the general report of the Commission on school, university and sports equipment.

*Gabon.* Plans are on hand with a view to combating the shortage.

*Germany, Federal Republic of.* All Länder, as well as the permanent conference of ministers of education, have undertaken an evaluation of primary teacher requirements.

*Ghana.* It is intended to increase the intake of training colleges and to build new ones; day training colleges have also been planned.

*Guinea.* The triennial education plan schedules the opening of 1000 new classes per year, but training colleges can only supply 600 teachers; projects are in hand for extending the network of training colleges.

*Hungary.* The current temporary shortage will disappear in 8-10 years when the number of pupils will decline to the normal level of the birthrate and the number of admissions to training colleges will be raised.

*India.* Such planning is in hand.

*Indonesia.* Despite the absence of planning, the teacher training methods in force are being intensified by way of expanding the training colleges and recruiting more trainees.

*Iran.* Teacher requirements are taken care of in the Twenty year plan.

*Israel.* Such planning is in hand.

*Korea, Republic of.* In 1961, a five-year educational development plan was set up.

*Lebanon.* A draft law has as object the planning of teacher requirements.

*Luxembourg.* The annual reports of the inspectors form the basis of estimates in future requirements indicating approximate number of resignations, classes to be opened, teachers necessary.

*Madagascar.* Planning is in hand with regard to the requirements in teachers and the means to meet future demands.

*Malaya, Federation of.* Planning is in hand with regard to the requirements in teachers and the means to meet future demands.

*Mexico.* The 1958 national plan for the improvement and extension of primary education has been put in hand.

*Morocco.* There is a division in the ministry of national education which deals with personnel matters and the training of cadres.



*Nepal.* Some planning measures have been taken.

*Netherlands.* Future needs have been estimated and steps have been taken to meet the anticipated demand.

*New Zealand.* Planning has been directed towards increasing the number of training colleges.

*Niger.* There is a planning bureau in the school inspectorate.

*Norway.* Forward planning as regards teacher requirement is in hand.

*Pakistan.* One of the objectives of the second five-year plan of national development (1960-1965) is to raise the proportion of children actually receiving primary education to the total population corresponding to primary school age groups; this requires new training colleges as well as the improvement of those in existence now.

*Paraguay.* The ministry has established plans to meet the shortage of primary teachers and has in hand the imminent opening of a teacher training institute.

*Peru.* The national council for educational research, administrative reform and planning has completed its studies and these will provide the basis for a complete education plan.

*Philippines.* None at this time.

*Poland.* Detailed yearly plans dealing with primary education staff requirements and the means to satisfy these; long-term planning until 1980.

*Rumania.* Planning takes account of the increase in enrolments on the one hand and losses due to retirements, deaths, etc on the other.

*Saudia Arabia.* Two five-year plans have been adopted.

*Sierra Leone.* None at this time.

*Spain.* In January 1957, a national plan for the building of primary schools was put in hand; at the same time, the training of the teachers required for these new classes was also planned, and both the installations and the staff for official training colleges were made ready for requirements.

*Sudan.* The training of more teachers is part of a seven year educational development plan (1961-1968).

*Sweden.* Teacher requirements until 1980 were examined by a committee of experts, taking account of the number of children, the distribution of pupils, regionally and by types of schools, etc.

*Switzerland.* School authorities have concentrated upon forward planning as regards teacher requirements and the means to satisfy these.

*Syria.* Current planning is aimed to increase the number of training colleges.

*Thailand.* Teacher requirements over the next ten years are being studied.

*Togo.* A Unesco planning expert has this matter in hand.

*Tunisia.* Teacher requirements have been worked out in the ten year plan for the period 1959-1969.

*Turkey.* Planning to this end is in hand.

*United Arab Republic.* The second ten year plan for primary education will be carried out in two stages, from 1960 to 1965 and from 1965 to 1970.

*United Kingdom. England and Wales.* Among the steps planned are the expansion of output of training colleges, a continuation of the campaign to persuade married women to return to service and the recruitment of more part-time teachers. *Northern Ireland.* The Advisory Council for Education has been specifically requested to advise on teacher-training needs. Secondary schools and technical institutions are notified annually of the facilities available for teacher-training. Exhibitions are mounted from time to time.

*United States.* Planning is undertaken by governmental agencies at local, state and national level with the assistance of civic groups, philanthropic foundations, and professional associations.



*Upper Volta.* Opening of a training college in October 1963 and general education schools.

*U.S.S.R.* Both long-term and annual planning is used.

*Vietnam.* Planning takes account of census figures of children of school age and the progressive rise in funds available for primary teaching staff as well as increase in the strength of training colleges.

*Yugoslavia.* Educational planning is in hand, ranging from the local to the republic level.

#### STEPS TO ENCOURAGE RECRUITMENT

From the replies received from Ministries of Education, it appears that in 62 countries steps have been taken to encourage recruitment of teachers, this not being the case in 7 countries where recruiting is sufficient or is in excess of current training capacity.

Here are some of the different forms of assistance and encouragement used by the various countries to help, both numerically and qualitatively, the recruitment of teaching staff:

*Scholarships.* This appears to be the measure most used, since 34 replies (55%) quote it. This is either by an increase in the number of scholarships, or an increase in their amounts. Some countries, instead of or in addition to, scholarships, grant loans to trainee-teachers.

*Allowances, presalaries, and various other measures of social assistance.* Such steps, as with scholarships, which fall under the heading of material assistance to trainee-teachers, were reported by 14 countries (23%).

The introduction of *free tuition*, including books and scholastic requirements, outfit allowances, etc., are steps taken in ten countries to facilitate the recruitment of future teachers, (16%).

*Hostels.* Hostels are provided free or at little cost in 21 countries (34%); these are often annexes to training colleges. Apart from the economic advantages to poorer trainee-teachers, hostels allow trainees, domiciled too far away, to study under the best possible conditions. It should be mentioned that in France, with a view to increasing the capacity of hostels, trainees are allowed to live at home where this is in the neighbourhood of their college.

*Development and expansion of training establishments.* Among the steps taken to recruit primary teachers, mention is made of the setting up of new training establishments. Thus in 14 countries (23%), training establishments have been increased and their geographical location better ordered. The reform and reorganization of existing establishments has been undertaken in order to adapt their structure to ever-increasing needs. We must also mention the easing of entry conditions to training establishments: possibilities for candidates to take correspondence courses without having to sit for the entrance examination; for uncertificated teachers the possibility of obtaining a certificate at a training college; for the more talented pupils in their last year of school, the possibility of dispensing with the entrance examination, and for candidates fulfilling certain conditions, the setting up of training colleges with a special timetable (evening training colleges) etc.



*Recruiting and information campaigns.* In the replies from 16 countries, (26%), we find information on the methods employed to arouse interest on the part of candidates to the teaching profession. These campaigns are organized on either the national or local level. They are often directed to pupils in their last year of secondary school. This drive also includes the use of information pamphlets, radio and television programmes, lectures, etc. Among the measures of special interest can be cited that in the Federal German Republic, where visits to schools for final year lycée students are arranged; Canada, where some school boards allow try-out opportunities; New Zealand, where recruiting and personnel officers have been appointed; Ghana, where the President himself launched an appeal to the young to take up a teaching career.

### *Comparative Table*

*Afghanistan.* Granting of scholarships, pre-salary payment and free boarding.

*Australia.* Information and recruitment campaigns; increases in the numbers of scholarships; increases in the value of pre-salaries and cost of living allowances during training; setting up of new training colleges; increased hostel accommodation for trainees; increases in the salaries on completion of training.

*Austria.* Big recruiting campaign; increase of about 100% in the number of pedagogical scholarships and their amounts; setting up of so-called "full" scholarships for male applicants from poor classes; development and setting up of living-in facilities.

*Bulgaria.* Network of training colleges has been extended and recruitment to them encouraged; possibilities for teachers to pursue higher studies; setting up of departments for teaching by correspondence; granting of scholarships, free tuition.

*Burma, Union of.* Ten-month scholarships.

*Byelorussia.* Facilities for teachers from pedagogical and secondary training colleges to enable them to follow correspondence courses without taking an entrance examination; admission of such teachers without examination to higher teacher training courses.

*Cambodia.* Resident and non-resident scholarships, commencement and terminal grants, etc.

*Canada.* Annual visits by recruitment officer to students in grades 12 and sometimes 11 in high schools; scholarships and government loans help to improve the situation of trainee-teachers; information booklets on teaching as a career are distributed; try-out opportunities are offered by a few school boards.

*Ceylon.* Pre-salary and minimum rate as hostel charges.

*Chad.* Scholarships, free boarding, clothing and transport allowances; information journeys by the Minister in person; headmasters, primary school inspectors, prefects and sub-prefects all campaign for more teachers.

*China, Republic of.* Free tuition, board and lodging, books and some pocket money.

*Colombia.* Rebuilding of training colleges; national seminars; alterations in the system of granting scholarships; school reforms; increase in salaries, etc.

*Congo (Brazzaville).* Recent opening of general education schools.



*Costa Rica.* Scholarship system, information campaigns on the teaching profession in rural areas ; improvement of teacher training colleges ; cooperative efforts with communes to help future students.

*Cyprus.* The high annual increases in candidates to training colleges make any such measures unnecessary.

*Czechoslovakia.* Granting of scholarships under similar conditions to those granted to trainees to other higher training establishments ; generous living-in allowances.

*Denmark.* Through the government fund for youth education possibilities have been created of giving increased aid to young students, especially those for the teaching profession.

*Ecuador.* Uncertificated teachers now in service have opportunities to study at teacher training colleges for their certificates ; scholarships for poor students.

*El Salvador.* A free hostel is attached to public teacher training colleges.

*Ethiopia.* Some training colleges provide living-in facilities.

*Finland.* No steps necessary.

*France.* Boarding-out of trainees living in the town where the college is situated ; accommodation, as boarders with day-student privileges, of all trainees who cannot be accommodated in the town ; setting up of three training colleges ; expanding of several others ; opening of others projected.

*Gabon.* Steps are being studied.

*Germany, Federal Republic of.* Systematic stepping-up of publicity drives for recruitment and special publications put out by education ministries ; development of higher training colleges ; grant of scholarships ; information drives for pupils in their last two years of lycée ; many other measures to ease student life.

*Ghana.* Appeal by President of Ghana himself to middle school-leavers to undertake teaching career ; residential facilities in all training colleges ; allowances to students.

*Guinea.* Special privileges and free boarding for trainee-teachers.

*Hungary.* Financial support, depending on social circumstances, for trainees.

*India.* In rural areas, the training of tribal people themselves, both men and women, for the teaching profession ; providing accommodation and special grants and amenities ; choosing a family where both husband and wife can work as teachers ; improvements of living conditions in some areas ; inducements to girls to receive special general education as a preparation for teaching ; conducting condensed courses for adult women, etc.

*Indonesia.* Free accommodation and financial assistance during studies.

*Iran.* Information drives concerning the profession ; increase of salaries by between 20 and 80 %.

*Ireland.* No special measures deemed necessary.

*Israel.* Information drives in schools, the army and among the public ; grants or loans to student-teachers.

*Korea, Republic of.* Scholarships ; free tuition ; placement assured at end of studies.

*Lebanon.* Increase in numbers of colleges and scholarships.

*Liberia.* To encourage recruitment of teachers, radio and press announcements are made ; official circulars are distributed ; scholarships, both local and foreign, increased in number ; granting of boarding and monetary allowances to students at Zorzor rural training college.

*Luxembourg.* Granting, during past year, of an allowance for trainee-teachers at the pedagogical institute ; free tuition.



*Madagascar.* Setting up of training colleges; increase in the number of teachers trained, giving an output in ten years of 8,500 teachers, training of teachers holding the baccalaureate intensified, decentralisation and splitting up of provincial training colleges, with free boarding; granting of scholarships.

*Malaya, Federation of.* Three residential and thirteen day training colleges have been established; improvements in conditions of service.

*Mexico.* Increase in the number of training establishments, of the numbers and amounts of scholarships, of the capacity of training colleges with free hostels; increase in budgetary appropriations; reorganisation of the federal institute for further training.

*Morocco.* Trainee-teachers, as state employees, receive a salary during their training period in regional training colleges; possibilities of becoming boarders.

*Nepal.* Opening of teacher training centres and provision of travelling schools for teachers.

*Netherlands.* Dissemination by the ministry, of information on the teaching profession either in print or on the radio and television; more liberal distribution of scholarships and interest-free loans.

*New Zealand.* Local recruitment drives (press, radio, publications) appointment of recruitment and personnel officers.

*Niger.* Granting by the government of certain advantages to staff already in service.

*Norway.* Since 1956 students at training colleges have had increased access to state scholarships and loans through the state loan fund.

*Pakistan.* Trainee-teachers are granted free tuition and textbooks as well as a stipend; often, candidates possessing requisite qualifications are appointed as teachers before being admitted to training colleges.

*Paraguay.* No steps have been taken.

*Peru.* Scholarships granted to students at training colleges, as well as to teachers in the second and third categories who wish to undertake training in service.

*Philippines.* Male high school graduates who were in the upper 50% of graduating class are exempted during the school year 1961-1962 from taking the entrance examination in government normal schools and the Philippines normal college.

*Poland.* Free hostels at pedagogical institutes and lycées; numerous scholarships are granted; annual information campaigns; use of radio and press for recruiting campaigns.

*Rumania.* No measures necessary in view of the large number of candidates to training colleges.

*Saudi Arabia.* Financial assistance during training.

*Sierra Leone.* Training of teaching staff is free of charge.

*Spain.* Financial and social conditions of teaching staff have been improved; granting of scholarships for studies in teacher training colleges; setting up of schools with timetables and syllabuses designed especially for young workers; accommodation for trainees in rural colleges, etc.

*Sudan.* No steps necessary.

*Sweden.* No steps necessary, the number of candidates being in excess of admission possibilities.

*Switzerland.* Increased recruitment to training colleges; granting of scholarship and other forms of financial assistance; building of new training colleges, and increase in enrolments per class.



*Syria.* Free tuition; presalaries for trainee-teachers and facilitation of admission of trainee from areas especially hit by the shortage.

*Thailand.* Certain steps have been taken.

*Togo.* Certain steps have been taken.

*Tunisia.* Three years' general education are free and trainee-teachers receive scholarships as well as books and scholastic necessities and an allowance towards outfit; in the fourth year of professional training they receive the same salary as commencing teachers; circulars concerning the teaching profession are sent to secondary schools.

*Turkey.* Board and lodging is free for trainee-teachers.

*United Arab Republic.* Free tuition in training establishments; extension of duration of studies from four to five years to raise the cultural and professional competency levels; attachment of classes to a large number of training colleges for holders of the secondary school certificate; setting up of teacher training establishments in all educational districts, with accommodation possibilities; hostels for young girls at training colleges; raising of social and material standards for primary teaching staff; setting up of a trade association for the teaching profession; further training courses, etc.

*United Kingdom. England and Wales.* Recruiting publicity is carried out both centrally and by local authorities; recruitment pamphlets are widely distributed; grants for all students preparing to teach have been increased; the main difficulty is not so much in finding suitable candidates as in providing facilities to train them.

*United States.* Intensive recruitment campaigns are under way; the federal government has made student loans widely available.

*Upper Volta.* Trainee-teachers who are taking professional training courses are paid a salary.

*U.S.S.R.* Scholarships and free housing in student hostels; big information campaign in schools and among young people on the teaching profession.

*Vietnam.* Granting of scholarships to trainee-teachers; pedagogical subsidy for each teacher in charge of a class.

*Yugoslavia.* Scholarship and hostel system is in operation for trainees at training colleges.

#### EMERGENCY TRAINING PROGRAMMES

Sixty-four countries replied to the question concerning accelerated or emergency training, which is one of the steps taken to overcome the shortage of teachers.

In 22 countries, some 25% of those who replied to the question, there is no emergency training, and 8 countries who had recourse to this type of training during the years of crisis have now virtually abandoned it.

But in the remaining 34 countries, nearly half of those replying, this training continues in use and is one of the measures to which recourse is had most often to alleviate the shortage.

The duration of these courses varies considerably: one year in 17 countries, one to two or three years in 6 countries; elsewhere, such training can last a few months (1½ to 10 in 8 countries) or several weeks (6-8 in 5 countries), or even 100 days or three stages of 45 days each. In one country where the course lasts 6 weeks, one year of additional complementary training is compulsory.



*Previous education* required for candidates to accelerated courses varies considerably also; admission of candidates having a minimum of general education or the primary school certificate, 8 years schooling or the upper primary certificate, or recourse to persons having an educational level similar to or above that of training colleges trainees. In 8 countries, secondary school level is required with or without the baccalaureate; complete vocational training level (commercial, etc.) is also sometimes accepted.

It is interesting to see whether teachers trained under emergency schemes enjoy the same *status and salary* as regularly trained staff.

From the point of view of salary, there is no discrimination in 23 countries. In 9 others, salary is not the same, that of emergency trained teachers being generally lower.

There remains the status question, that is the possibility of *becoming incorporated into the regular staff*. This matter is fairly complex. It appears that in 7 countries emergency-trained teachers have the same possibilities of incorporation as regularly trained staff; in 8 countries, they must pass the requisite examinations and obtain the necessary certificates; in 6 countries emergency-trained teachers are admitted to the regular staff after a period of service ranging from two to seven years; in 2 countries, this is allowed after one year of further training, of work as a substitute teacher or on probation; finally in five countries, incorporation is only allowed if such teachers take further training, correspondence or training college courses.

#### *Comparative Table*

*Afghanistan.* One year shorter; certain differences in status and remuneration with regular staff; compulsory summer and winter in-service courses.

*Australia.* In some states, use was formerly made of emergency training courses, but these are now discontinued.

*Belgium.* Duration six weeks, followed by one year of probation under the supervision of cantonal inspectors; 70% of recipients passed the examination as teachers; the certificate has the same value as the regular one; no difference in remuneration.

*Bulgaria.* None.

*Burma, Union of.* Duration two months (ordinary two years), but discontinued since 1953; teachers so trained under these emergency schemes have the right to four increases of salary only and the appointment is made definite only when they have finished the one-year further training course.

*Byelorussia.* One-year accelerated courses (provisionally during 2 or 3 years) to which secondary school-leavers are admitted.

*Canada.* Such schemes, of six weeks during the summer, were organized in Manitoba from 1943 to 1958 for grade 12 students; other provinces have no such schemes; such teachers were required, within two years, to acquire the requisite qualifications and were then admitted to regular status.

*Ceylon.* None.

*Chad.* One-year accelerated training for probationary monitors, instead of two; giving general pedagogical training necessary for teaching in preparatory schools 1 and 2 as well as in elementary classes 1 and 2 of primary schools.

*China, Republic of.* All uncertificated teachers must take a one-year training course, at the end of which they are on an equal footing with their regularly trained colleagues.



*Colombia.* Accelerated training is given in two university establishments, and is destined for holders of the baccalaureate; it is an intensive ten-month course of a practical and technical nature; same employment conditions as for regular teachers.

*Congo (Brazzaville).* A one-year course for professional training was set up in October 1961 in Brazzaville.

*Denmark.* None.

*Ecuador.* None.

*El Salvador.* No systematic accelerated courses, but some short courses have been arranged which do not confer a certificate; such staff are not included in the normal salary scales and are less well paid; after four years, they are placed in category 4.

*Ethiopia.* Intensive summer courses are given.

*Finland.* Emergency training schemes allowed parts of the regular courses to be taken separately as independent studies; no difference in status or salary with regular staff, and they have the same possibilities of entry to regular staff cadres.

*France.* Since 1955, emergency training scheme of one year instead of two; same salary and status as regular trainee-teachers; after one year under supervision and on courses, they can sit for the certificate of pedagogical aptitude and become certificated.

*Gabon.* Emergency scheme for assistant monitors which lasts one year for those of them who sit for the monitors' examination.

*Germany, Federal Republic of.* Since 1955, a one-year course has only existed in Lower Saxony, this being for women who have a good general level (matriculation) of education and some practical experience of education or of looking after children; they are not admitted on a permanent basis and are sometimes paid by the hour.

*Ghana.* None.

*Guinea.* Recruitment for this type of training is by examination; candidates must have at least a good general educational background and must take a 1½ months' course during school holidays (as well as correspondence courses); the same status and the same category are applied to all holders of the same certificate of pedagogical aptitude, which is obtained after examination.

*Hungary.* None.

*Iceland.* None.

*India.* Short course of 4-6 weeks; the two-year regular course was reduced in some cases to one year; other courses of 5-6 months were also organised; participants in the 4-6 week courses are regarded as untrained teachers from the point of view of salary and allowances, but can be trained in the full course in the usual way to bring them up to the level of trained teachers; teachers trained under the other courses have the same rights as regular teachers after having taught for 5-7 years.

*Indonesia.* None at the moment.

*Iran.* Higher education required prior to admission to emergency courses; training period is shorter and the certificate obtained has greater value; no difference in status or salary; possibilities of admission to the regular staff.

*Ireland.* None.

*Israel.* One or two-year accelerated courses for non-matriculants, who serve in outlying settlements or teaching immigrant children; six to eight-week courses for matriculants; teachers not having all the necessary qualifications are divided into three categories; admission to regular cadres is after five years (two years for qualified teachers) through examinations open to those working as teachers.



*Korea, Republic of.* None.

*Lebanon.* None.

*Liberia.* Two-year courses; salary increases are higher for teachers from these courses than for those who have only received secondary education.

*Luxembourg.* None.

*Madagascar.* Various schemes are in operation; admission to regular staff is by obtaining the required certificate.

*Malaya, Federation of.* Three year training by correspondence and two years by taking courses during holidays; no difference from point of view of status and salary; such teachers are incorporated into the regular staff under the terms of the Unified Teaching Service.

*Mexico.* The federal institute for further training has organised emergency training schemes, giving books and manuals free of charge; teachers so trained are encouraged to follow in-service training courses; each new course taken confers the right to an increase in salary until they are on an equal footing with their regular colleagues.

*Morocco.* Emergency training set up after independence for teachers recruited directly without going through training colleges; no difference in status or salary; correspondence courses, free and compulsory, enable them to take the certification examination.

*Nepal.* Two-month courses.

*Netherlands.* Ore-year course instead of two years, set up in 1947 and in 1955 to make the schools ready for the post war "population explosion"; admission requirements differed as regards previous education; same rights as for regular staff; possibilities of admission to regular staff.

*New Zealand.* Special one-year course for older candidates, differing from the regular two-year course in method rather than content; same status and salary as for certificated teachers; same possibilities of obtaining a permanent post.

*Niger.* One-year course for holders of the primary school certificate; as auxiliary monitors, their salary is less than other categories of teachers; they can be admitted to the regular staff after four years of service and after passing the certification examination.

*Norway.* None.

*Pakistan.* Four-month accelerated course for three batches each of 150 trainees per year; intensive one-year courses in regular training colleges; minimum admission requirements are the same as for regular courses; there are no differences from the point of view of status and salary with regular staff.

*Paraguay.* None.

*Peru.* As an emergency measure, the length of training in training colleges of the first category has been reduced from four to three years.

*Philippines.* None.

*Poland.* Accelerated training is open to students from general education lycées and certain technical schools; it comprises pedagogical, artistic and technical subjects not forming part of the syllabus of such general education lycées; the certificate gained carries the same rights and qualifications as that gained from pedagogical lycées.

*Rumania.* None.

*Saudi Arabia.* Emergency schemes do exist, for which there are no entry conditions, lasting 100 days during holidays, and fifteen days during work-days; the certificate obtained has no merits as regards grade or salary.

*Sierra Leone.* None.

*Spain.* None.

*Sudan.* Accelerated training for candidates having had 8 years education, consisting of three stages of 45 days each; after two to five years of



service, selected teachers take a three-month course in a training college, and are then admitted to the regular elementary teaching staff with the same rights as graduates from the institutes.

*Switzerland.* Six to twelve-month courses for candidates holding the school-leaving certificate; two to two and a half year courses for candidates having had full vocational training (commercial school, apprenticeship); the normal training period is of four or five years, (except in those cantons where the baccalaureate may be required); status, salary and social security allowances are all on an equal basis with regular staff; in some cantons, there are possibilities of incorporation to the regular staff provided that the teacher has remained for two years in the same post.

*Syria.* None.

*Thailand.* Discontinued.

*Togo.* One year instead of four for holders of the elementary and upper primary certificates; same status and salary; admission without any formality to regular staff, with post guaranteed in advance.

*Tunisia.* Emergency training scheme, for holders of the secondary school certificate, has a strictly professional character and lasts one year. It is carried out by primary school inspectors. No difference in status or salary with regular staff; same possibilities of admission to the regular staff as for teachers from training colleges.

*Turkey.* Six-week courses for holders of the elementary or lower grade secondary school State certificates; no difference in status or salary; admission to regular staff cadres after two years of service.

*United Arab Republic.* Emergency training can be of long (mornings or evenings) or short duration for candidates who have at least completed secondary school, the certificate obtained has less value and its holders must follow further training courses before reaching the same status as regular staff; salary lower, but compensated for by allowances under certain conditions.

*United Kingdom. England and Wales.* In the immediate post-war years there was an emergency training scheme lasting one year; older candidates with greater experience or with higher qualifications than those normally required for entry to a training college may be admitted to shortened courses, lasting one year; same status, and are paid on the same salary scale as those trained by the normal method; such teachers are automatically incorporated into the regular teaching force. *Northern Ireland.* An emergency training scheme operated from 1946 to 1949 for older entrants, with less formal entry conditions; no salary or other discrimination was made, such emergency trained teachers being on an equal footing with their regularly trained colleagues. Since 1949, emergency training schemes have been discontinued.

*United States.* Are little used now, although they were in the past; teachers holding emergency certificates meet standard requirements, and there are no problems in status or remuneration but annual increases depend on the training received.

*Upper Volta.* None.

*U.S.S.R.* Emergency training lasting one year is authorised in the better secondary establishments; same status as regularly trained teachers as regards salary and retirement; candidates having successfully followed correspondence courses of pedagogical institutes have the same rights and advantages as regular staff.

*Vietnam.* Accelerated training course lasting one year instead of two; candidates must have the lower secondary certificate or equivalent; they receive the certificate of pedagogical aptitude 1st class instead of 2nd class, and are only granted salary index 250 instead of 320.

*Yugoslavia.* Until 1962, condensed training was given, equivalent to a higher teacher training course; courses and consultations were organised and paid for by the state; complementary courses were arranged by higher teacher training colleges; all teachers having received emergency training have been admitted to the regular staff.



## RECOURSE TO STAFF WITHOUT PEDAGOGICAL TRAINING

Among measures taken to combat the shortage of primary teachers, in addition to emergency training schemes discussed above, recourse is had fairly frequently to teaching staff with no previous pedagogical training.

Of the 68 countries furnishing information on this subject, 11 (16%) state that they only employ qualified teachers or have recourse to unqualified staff only very rarely or on a temporary basis. In 6 other countries (9%) unqualified teachers have certificates qualifying them for specialised subjects such as physical culture, crafts, domestic science, etc. In the remaining 51 countries (75%) education authorities are obliged to employ unqualified staff.

It is interesting to note the *entry conditions* for this type of staff before being granted a post. There is firstly the question of age; from the information supplied by 25 countries, the age of entry can vary considerably, from 16 to 45 years; however, the majority of countries replying to this question wanted a minimum age of at least 18 years (17 countries).

As regards *previous education*, several countries make conditions which are similar to those for entry to training colleges; others have less strict conditions.

Here are the conditions, graded according to their relative importance: good basic education (2 countries), primary school (10 countries), have followed some secondary education (13 countries), have finished secondary school (17 countries). In seven countries, candidates must pass a special examination.

Once taken on, unqualified teachers receive *in-service training* in 42 countries, or sometimes even before taking up their posts. This training can be the same or similar to regular training though in a condensed form; it can also be very brief. It is compulsory in 13 countries.

It can be given by correspondence (7 countries), on courses (4 countries), as holiday courses (6 countries), or by lectures or radio broadcasts. Primary inspectors, pedagogical counsellors and headmasters are often given the task of training these unqualified teachers in 8 countries.

As regards *salary*, this is inferior to that of the regular staff in 29 countries, or, where equivalent, increments are either different or limited. However in 13 countries salary scales are equal to those of regular staff.

Few countries will grant such teachers equal treatment with regular staff as regards *status*. Generally, their employment is on a temporary basis, by the day, month or year. As regards *incorporation* into the regular staff, this is impossible in 4 countries; it is allowed in 32 countries on certain conditions: after candidates have passed the compulsory tests as for regular teachers, after having followed in-service training or courses, and finally after a certain number of years service varying from 2 to 15. Some countries have taken steps to encourage unqualified teachers to follow teacher training college courses and thus normalise their position.



*Comparative Table*

*Afghanistan.* Must possess a sound educational background; they are given in-service training.

*Australia.* All staff have pedagogical training.

*Belgium.* In periods of shortage, holders of teaching certificates for other subjects (domestic sciences, kindergarten, etc) can be employed, at the same rate as for regular teachers.

*Bulgaria.* Provisionally, and for one year only, contractual staff without pedagogical training have been taken on. They must be holders of at least the secondary school certificate. Prior to commencing teaching, they take appropriate preparatory courses. Their salaries are inferior to those of regular teaching staff.

*Burma.* Must be at least 16 years old, have completed seven years education and possess the middle school certificate; there is no in-service training, but the question of organizing one-year training courses for these types of applicants is being considered. Admission to the established teaching staff is possible after the completion of this year of further training.

*Byelorussia.* For practical work in workshops, enterprise, kolkhozes and sovkhozes, calls are made on engineers, agronomists, and technicians; they are paid the same rate as teachers with a similar educational level.

They follow either correspondence or normal courses without interrupting their principal functions; they thus acquire the pedagogical qualifications necessary for teaching.

*Cambodia.* Recruited by examination these teachers, aged at least 18 years, had completed upper secondary school; while in service they will be guided by leaders of school inspection sectors, and primary inspectors; they will receive a salary less than regularly trained teachers. Possibilities of incorporation to the regular staff for teachers without pedagogical training have not yet been envisaged.

*Canada.* Their salaries are lower and they may be employed only for limited periods and only when no qualified teacher is available. In Manitoba during the period of shortage graduates of grade 12 were granted employment on this basis, while following the correspondence courses of the department of education. They were also guided from the start by the local school inspector. The commencing salary of such a teacher was less than that for a qualified teacher with a year of professional training.

*Ceylon.* To be admitted to teaching, persons without pedagogical training must have the General Certificate of Education in six subjects including arithmetic and first language; in-service training courses are organized for them by circuit-inspectors conducted by experienced teachers of the area. Such teachers are termed uncertificated teachers and remuneration is lower than that of certificated or trained teachers. At the entrance examination to training colleges, preference is given to practising teachers; these may sit for the teachers' certificate examination.

*Chad.* Such recruitment is done under a contract system. Holiday courses are in operation for further training or study for the monitors' certificate. Contractual staff are engaged on a temporary basis, even though their conditions of service are laid down in a collective labour convention. Promotion is ensured by selection or seniority. After two years' service a contractual monitor can sit for the probationary monitors' examination; if he passes, he is admitted to the civil service cadres and becomes a government employee.

*China, Republic of.* Unqualified teachers are no longer employed.

*Colombia.* Entry conditions vary depending on the different counties; in general a third year of secondary education is required prior to admission; candidates must be aged at least 18 and hold certificates of good health and conduct. All unqualified teachers can obtain the regular teaching certificate by taking correspondence courses or by attending the national institute for teacher



training (INCADELMA). Teachers taken on without a certificate are placed in a lower category than regular staff, and have the right only to the lowest salary applicable. After having taken the INCADELMA courses they can be admitted to the regular staff and thus the opportunities of rising to higher echelons.

*Congo (Brazzaville).* Such staff are selected on qualifications from among applicants having had at least two years secondary school and by examination for applicants holding only the primary school certificate. Applicants must be aged 18 years or more; in service, such monitors are subject to continual pedagogical supervision by superiors responsible for their training and are required to take an annual accelerated probationary training course, specifically designed for them. These contract teachers, employed on a purely temporary basis, are subject to rules laid down in a collective labour agreement. Their salary is equivalent to that of a probationary monitor (established first grade in the national education cadres).

After two years service in these circumstances they can become established in the national education cadres as monitors.

*Costa Rica.* When the number of candidates allows it, a requirement is made that persons who offer their services but who have no pedagogical training should have completed secondary education. Uncertificated teachers follow courses laid down by the institute for the professional training of teachers, their studies being spread over a period of seven years and bearing mostly on pedagogical subjects. There is little difference between the two types of training, as also between the two types of certificate granted on termination. Salaries and status of teachers trained by the institute and those trained the ordinary way are the same and they can be admitted to the regular teaching staff.

*Czechoslovakia.* It is only rarely that posts are given to persons having finished general secondary education without having received any special pedagogical training. As untrained teachers, their salaries are inferior to those paid to trained teachers.

*Dahomey.* Young teachers without pedagogical training are recruited from among holders of the elementary and primary certificates.

Pedagogical counsellors are drawn each year from among the best headmasters to guide these unqualified teachers.

Correspondence courses were envisaged, but it has not been possible to go ahead with these.

There is no difference in status and salary at the beginning between unqualified and qualified regular staff. Teachers who have not followed teacher training courses can present themselves for professional examinations at a later date.

*Denmark.* Pupils of teacher training colleges can work as supply teachers in vacant posts for up to five months. Persons with specialised education in a certain field can work as special teachers in certain subjects such as domestic economy, needlework and carpentry, even if they have not passed teacher examination. Teacher training college pupils and the specialized teachers mentioned above cannot be appointed ordinary primary school teachers.

*Ecuador.* The candidate must be aged at least 18, fulfil certain legal requirements, be free from any contagious disease and from physical defects barring him from teaching, and be of good character.

Staff without pedagogical training must take temporary training courses designed for teachers in service.

*El Salvador.* Here, also it is only as an exceptional measure that staff without pedagogical training are recruited, on condition that they have completed the third school grade, be aged 21, can show good moral references and have successfully completed the short courses referred to under emergency training. While in service, training is given by education authorities by means of circulars, and counsels by school inspectors.

Teachers so trained are less well paid than regular teachers; after four years of service they are placed in a category lower than that of regular staff.



*Ethiopia.* Voluntary holiday courses are organised for them each in the provinces. Salary varies considerably depending on the different types of training received.

*France.* Applicants must have the elementary certificate or the first part of the baccalaureate. They are recruited as possible substitute or supply teachers and must, while carrying out their functions, follow a course of weekly pedagogical lectures which will provide them with professional training. They are paid by the day, and receive a number of days' holiday in proportion to the number of days worked during the course of the school year. When they have successfully passed the tests for their certificates they are admitted to the regular teaching staff as fully qualified teachers.

*Gabon.* Before being allowed to teach, applicants must have attained a level corresponding to the primary school certificate and be between the ages of 18 and 25 years; training courses are arranged for them; teachers without previous pedagogical training are taken on as assistant monitors, with a monthly grant of CFA Francs 10,500. There are possibilities of entry to the established staff after the monitors' diploma has been obtained.

*Germany, Federal Republic of.* Only Lower Saxony has recourse to auxiliary staff without pedagogical training. Elsewhere, recourse is had to staff having received vocational, gymnastic or sports training, etc.

*Ghana.* Untrained teachers receive in-service training for periods of six weeks.

Candidates must hold the middle school leaving certificate, obtained after the first ten years of schooling. Teachers so trained are not regarded as qualified teachers and do not therefore enjoy the same status and remuneration as certificated teachers; they are encouraged to enter training colleges in order to become qualified teachers.

*Hungary.* Employment is offered to young men holding the baccalaureate but without pedagogical training. On and from entry, they are required to undertake in-service training, but if after three years they have not undertaken pedagogical studies, they are dismissed. These types of teachers receive a salary slightly less than that for a teacher commencing his career.

*Iceland.* Teachers without such training are appointed by school boards with due regard to their qualifications; there are no admission examinations for them and they receive the same salary as regular teachers.

*India.* Unqualified teachers must be aged 18 years or more and have completed either secondary school or middle school, depending on the area. Such teachers are provided with short courses of in-service training. The scale of pay applied to unqualified teachers is in general lower than for qualified teachers, but the former have numerous opportunities to acquire the necessary qualifications which will allow them to be admitted to the regular teaching corps.

*Indonesia.* From now onwards, no teacher without previous pedagogical training is admitted to the teaching profession.

*Iran.* Persons without pedagogical training must have a secondary school certificate before they can commence teaching; they must also be aged at least 18 years. Pedagogical training is given while in service; remuneration of such teachers is on a lower scale than other teachers, but they are allowed salary increments if they complete their studies; they may also be appointed to the regular staff under the same conditions.

*Ireland.* Up to 1958, untrained women teachers, known as junior assistant mistresses were recruited, but recruitment of these teachers was suspended in 1959.

*Israel.* To be engaged, such staff must have a previous education of at least ten years, a knowledge of Hebrew, general maturity and personal experience, completion of Army service or remission therefrom and experience in teaching or instruction. Such teachers receive "current" supplementary instruction, and special courses for further education are available. As regards



remuneration, there are three separate scales of salaries for teachers in grades lower than that of qualified teachers. Unqualified teachers can become qualified by passing supplementary examinations, open to those already working as teachers; they can get tenure after 5 years.

*Korea, Republic of.* No calls have been made on such staff.

*Lebanon.* Open to holders of the higher primary certificate; a pedagogical course is organised for the benefit of staff while in service; no distinction is made from the point of view of salary or status between non-qualified and qualified staff.

*Liberia.* Any person aged 18 or more who has completed at least the second year of junior high school, has a health certificate registered with the Board of health, and who has passed the required examinations may apply for a teaching position. These teachers, who have not received pedagogical training, must attend annual vacation schools. Teachers with college degrees receive greater remuneration than do those with lesser qualifications. Those teachers who continue to upgrade their qualifications toward full qualification are incorporated into the regular teaching staff.

*Luxembourg.* These teachers, generally of baccalaureate level, must in the first instance take a fifteen day course under a primary school inspector. They have the right to the same salary as supply teachers holding the pedagogical certificate.

*Madagascar.* Candidates must be aged at least 18, and hold certain certificates. While in service, such teachers receive training organised by provincial education authorities. Auxiliary staff salaries are lower than those of certificated staff.

Auxiliary teachers can be admitted to regular staff cadres when they have obtained the necessary entitlement.

*Malaya, Federation of.* Staff without pedagogical training are engaged on a temporary monthly basis; they cannot be appointed to the regular staff unless they take summer courses during two years, or correspondence courses during three years.

*Mexico.* The secondary education certificate is required. Being in the service of the state, they enjoy security of tenure in their employment, in salaries and allowances and other advantages of qualified teachers. As far as their rights are concerned in seniority and professional competence, they enjoy the same status as regular staff.

*Morocco.* See previous remarks under "Emergency Training".

*Nepal.* Teachers without pedagogical training, to whom recourse is had, are recruited from pupils possessing a secondary level of education or its equivalent; in-service training is arranged for them after their induction; they enjoy the same status and salary as regular teachers.

*Netherlands.* No recourse has been had to staff with no previous pedagogical training.

*New Zealand.* Uncertificated teachers receive in-service training but are not given a teaching certificate and their salaries are generally lower than those of certificated teachers. They may obtain a trained teacher's certificate by examination and after they have had a period of successful teaching.

*Niger.* Staff without pedagogical training, are placed under the authority of an experienced master who looks after the training of the recruit.

*Norway.* No special minimum requirements have been laid down for substitute teachers, but their engagement has to be approved by the school director. A number of short courses for substitute teachers without regular training are arranged, mostly on a local basis. Substitute teachers without a teacher's diploma receive the basic salary of an ordinary teacher. The usual increments for length of service are not granted, and these substitute teachers cannot be hired on a permanent basis. Many non-qualified substitute teachers will later on enter a teacher training college.



*Pakistan.* It has been necessary to appoint persons without previous pedagogical training, but who have the minimum academic qualifications. They can acquire the necessary qualifications by taking advantage of the places reserved for untrained teachers in service at teacher training institutions and in other teacher training institutes. Pay rates for untrained teachers are lower than for regular teachers, and their status differs somewhat.

*Paraguay.* Candidates must have finished six years primary school, be aged at least 18, have their homes in the locality, be of good moral character and undertake to follow the summer training courses during the holidays. As soon as they enter on their duties, such staff are placed on the same footing as regular staff.

*Peru.* Candidates must hold a school certificate, be aged between 18 and 45 years and have a health certificate. Untrained teachers, employed under one-year renewable contracts, take holiday courses each year; their salary is less than that for the three categories of regular teachers.

*Philippines.* No recourse has been had to personnel without pedagogical training.

*Poland.* At the present time all teachers must be in possession of the certificate from general education lycées or from certain technical schools.

All unqualified teachers are required, before commencing teaching, to take a five months pedagogical course.

The salary of unqualified teachers is equivalent to 75-80% of that for qualified teachers: unqualified teachers can be appointed to the regular staff when they have the required qualifications.

*Portugal.* This type of staff is engaged after having sat for an examination. Such teachers do not benefit from the stability of employment nor the guarantees given to the regular teaching staff, and their salaries are two-thirds lower. They have however, the possibility, under certain conditions, of entering teacher training colleges without an entrance examination and to undertake their studies, while continuing to receive their salaries as though they were still in service.

*Rumania.* Candidates were required to be aged 18 or more and have at least a lycée standard of education. These teachers were required to take, in the first instance, short courses in pedagogical initiation, and when once in service, to follow in-service pedagogical courses.

The commencing salaries of this type of teacher were inferior to those of qualified staff, but as and when these teachers completed their studies, their conditions improved. At the present time, all these teachers have been incorporated into the cadres of the regular teaching staff.

*Saudi Arabia.* Teachers without pedagogical training must be aged at least 18, have terminated their primary education, be in good health and pass an examination. In-service training enables them to make progress in their calling.

*Sierra Leone.* In order to secure admittance to the teaching profession, the applicant must have had at least nine years education. In-service training is not always possible. Staff without pedagogical training are paid on a lower scale. In order to be appointed to the established staff, teachers without training are encouraged to enter teacher training colleges.

*Spain.* This type of staff remain in service for only a short while. They are sent to schools unwanted by certificated teachers. These teachers receive no in-service training; their salaries are lower than those of certificated teachers and they have no possibilities of admission to the regular teaching staff.

*Sudan.* The minimum qualifications are a pass in the intermediate school final examination; in-service training is given; they remain on the lower scale of remuneration until they complete successfully the three month course at a teachers institute.



*Sweden.* Such staff may be used as temporary supply teachers without any conditions as to age or education; from the point of view of status they are treated as temporary staff.

*Switzerland.* It is only very rarely that use is made of staff without pedagogical training, that is, students; this solution has a provisional character, such students not being admitted to the regular teaching staff without having undertaken special training.

*Syria.* They are holders of the final secondary school certificate (or sometimes, though rarely, the final preparatory school certificate), and their age varies between 16 and 18 years. Prior to commencing teaching, such teachers must take a two week course. They are paid less than teachers from primary training colleges.

Optional in-service training courses are organised annually. Obtention of the teacher training college certificate permits them to be appointed to the regular staff as certificated teachers.

*Thailand.* Persons without pedagogical training cannot teach unless their level of education is not less than class 10. 18 years is the minimum age requirement. In-service training and external studies leading to the obtention of professional certificates are encouraged. Teachers without previous pedagogical training receive a lower salary and have in general less promotion opportunities. In other respects however, they enjoy same rights and privileges as the regular teaching staff. Even without pedagogical training, teachers in this category are usually admitted to the regular teaching staff.

*Togo.* Their level ranges from simple primary school certificate to the first part of the baccalaureate and their age varies between 20 and 35 years. From the point of view of status and salary, this type of staff is fitted into different categories of teaching staff. All teachers must begin by a period of probation and must sit for an examination in order to become certificated.

*Tunisia.* Such staff must be aged at least 18, and the other entry conditions vary. In-service training is given to this type of staff.

There is no difference in status for teachers who have and those who have not received professional training. Their certification is authorised only after the passing of the examination for their category.

*Turkey.* Applicants must be in possession of the school-leaving or higher school certificate, be aged 18 or more, and pass the pedagogical training examination. While in service, this category of teachers must attend holiday seminars. There is no difference in status or salary between these teachers and those of the regular teaching staff, but in order to be appointed to the regular staff, a one-year probation period is prescribed.

*United Arab Republic.* Such staff are employed, if holding a school certificate of a level higher than that in which they will be teaching and are aged at least 18. From entry, they are also required to follow pedagogical courses.

Their financial situation is the same as that of graduates of teacher training colleges. Teachers without pedagogical training are admitted to the regular primary teaching staff when they have completed their further pedagogical training courses.

*United Kingdom. England and Wales.* Two categories of staff can be recruited without previous pedagogical training; on the one hand, graduates, and holders of certain other advanced qualifications; on the other hand, persons not possessing the required certificates, or temporary staff.

For temporary teachers the minimum age and the educational qualifications required are similar to those prescribed for entrants to ordinary training colleges: they must be aged at least 18. They are engaged for a maximum of two years, but in certain circumstances, their employment may be extended for one year at a time. They are not given in-service training. As temporary teachers their remuneration is considerably lower than that of qualified teachers, and they have no possibilities of incorporation into the regular teaching staff except by successfully completing an approved course of training or by obtaining a degree or other approved qualification.



*United Kingdom. Northern Ireland.* Normally the grammar school senior certificate or its equivalent is required. There is no in-service training. Untrained teachers can be offered temporary employment only, and are paid at a substantially lower rate than trained teachers.

*Upper Volta.* Applicants must be aged 18 or more and hold the upper primary certificate; training courses are arranged for them, as are also similar courses by radio; after two years service, whether in public or private schools, such teachers may sit for the certificate of elementary pedagogical aptitude with a view to their certification as deputy teachers.

*U.S.S.R.* Teachers having had only general secondary education and not having completed 15 years service receive lower salaries than those having received pedagogical training.

*Vietnam.* To be appointed, applicants must have at least the lower secondary school certificate or an equivalent examination, be physically fitted for teaching, provide proof of good morality and an irreproachable political background, pass an examination, and be aged 21 or more (20 for women). Training courses are given to them while in service; such staff are treated as temporary teachers, unestablished, with a salary lower than for regular staff. After a certain number of years service, such non-qualified staff can be appointed to the regular teaching staff.

*Yugoslavia.*<sup>3</sup> It has been necessary to employ teachers without pedagogical training in higher primary classes. They must have completed secondary school and be aged under 30. Training is given in service. Such teachers are given a special status, but receive the same salary as ordinary teachers. They can be admitted to the regular teaching cadres only after having passed the examination at the higher teacher training college level.

#### OTHER MEASURES

The special measures adopted to meet the shortage of teachers have been split up into different categories which will be examined separately. 74 countries provided information on one or other and sometimes all the points raised.

As regards the presence of *foreign teachers* in the primary teaching corps, 48 countries (65%) stated that teachers must be nationals and that to obtain a post in a primary school foreign teachers must become naturalised. In 20 countries (27%), the primary teaching staff included some foreigners but of insignificant number in relation to the total number of national teachers; generally, this concerned nationals of neighbouring countries or those of the same linguistic or cultural group or of foreigners working under the aegis of external assistance projects. In general, foreign teachers are taken on under the same conditions as nationals; they have the same or sometimes a better situation.

The possibilities of *raising retirement age* so that teachers remain in service, was notified by only 6 countries, whereas 49 stated that the statutory retirement age had been maintained. Another matter linked to the previous question is that of *re-engagement of retired teachers* or those on the point of retirement. Fifteen countries stated that they had recourse as an exceptional measure to teachers already in retirement. This is explained by the fact that in 24 countries teachers are allowed to remain in service beyond the age limits or to take up service again after interruption. In 18 countries, the age limit is irrevocable and teachers cannot remain in service beyond it.



In 11 countries, appeals have been made to *married women teachers* to rejoin the service. 18 other countries offered them re-admission possibilities.

It should be added that the tendency is more and more to encourage married women to enter the profession. In some cases, efforts are made to facilitate the transfer of the married woman teacher to a school near her husband's place of work.

As background to the struggle against the shortage of primary teachers, the efforts to *raise the status of the profession* must now be examined.

Thus 37 countries state that salaries have been raised, sometimes considerably; such increases in salary tended primarily to help improve the standard of living. With the same object in view, 15 countries granted various allowances over and above salary; in 19 countries social and other material benefits were granted to teachers. Such steps were taken with a view to helping teachers working under difficult circumstances, in rural, isolated or underprivileged areas.

In 14 countries, nationals are not obliged to do *military service*; in 24, deferments or reductions are granted; sometimes even total exemption (18 countries). In 7 countries, trainee-teachers can finish their studies before doing their military service. One country grants priority in teacher appointments to those who have completed their military service, this being counted towards their years of service. Finally, in 23 countries, no easements of military service are granted.

Among other measures adopted to meet the shortage, it should be noted that in 19 countries the *pupil-teacher ratio* has been increased and adapted to the number of teachers available; in 14 countries *coeducation* has been introduced in primary schools; in 15 countries the *shift system* has been introduced; in 5 countries, *class time has been cut and timetables reduced*; in 6 countries, *one-teacher schools* have been opened, etc. *Evening classes* have been taken by teachers who also teach by day, and *parallel classes* have been grouped. The *amalgamation of several scholastic districts* with *group transport* for pupils, and the opening of *hostels* for those who live too far away have also permitted the economising of teacher strength.

#### Comparative Table

*Afghanistan.* (a) There are no foreign teachers in primary schools. (b) Retirement age has not been raised but some teachers already retired have been re-engaged on a contractual basis. (c) While no special measures have been taken to encourage married women teachers who left on marriage to re-enter the profession, those who do are welcomed. (d) Salary scales have been increased above those of other public servants; furthermore, it is planned to build houses for teachers working in the provinces. (e) Teachers are exempt from military service on condition that they stay in service for at least six years. (f) It has been necessary to introduce the shift system, to increase the number of pupils per teacher from 42 to 50 and to engage some teachers on a contract basis.

*Argentina.* (b) In certain very rare cases recourse is had to teachers who have retired.

*Australia.* (a) In some states, there have been campaigns of enlistment from the teaching force in the United Kingdom. Foreign teachers represent less than 1% of the entire teaching force in each state system except in one state. Foreign teachers must achieve naturalisation before being admitted



to permanency. Otherwise no differences of status or remuneration apply. (b) The age of retirement is never extended but when the state of the teaching force warrants it, a retired officer can be re-engaged. (c) Although in some states formal resignation of women teachers is required on marriage, in general it is normal procedure for such women to be eligible for re-employment if they so desire. Status on re-employment ranges, depending on the state concerned, from full re-instatement to re-employment on a temporary basis only. (d) All state teaching salaries have been progressively raised in recent years. (e) There is no compulsory military service. (f) The employment of teachers on a temporary or casual basis and the modification of class sizes in accordance with the number of teachers available.

Special measures have been devised to ensure equal distribution between both sexes in the teaching corps.

*Austria.* (b) Re-engagement of teachers having reached ordinary retiring age rarely resorted to. (c) Re-engagement of women teachers allowed in conformity with certain special rules now being worked out. Lately, requests for re-incorporation to the service have been fairly numerous. (d) A decree brought improvements to the salaries of all categories of teachers; commencing salaries were considerably improved. An allowance granted to teachers in one-teacher schools, and in minority schools. (e) An easing of conditions for military service has been in force for several years, agreed between the military and education authorities (deferments).

*Belgium.* (a) The first requirement for all teachers is Belgian nationality. (b) The former age limit was 60 years but this can be raised to 65. Authorities sometimes re-appoint retired teachers, especially as temporary replacements; their pension is thus suspended and replaced by the ordinary salary. (c) Women teachers are not required to resign on marriage. (d) Steps taken so far to raise the status of the teaching profession are still insufficient. (e) Teachers have the same obligations as regards military service; however, the date of call-up is adjusted to coincide, if possible, with the beginning or end of the school year. (f) Pedagogical initiation courses on the primary level were given in 1959 to women teachers in infant schools who requested them.

*Bulgaria.* (a) No foreign teachers in primary schools. (b) Retirement age is uniform for all teachers; the number of years service required is lower than for other types of civil servants. (d) Salaries were raised in 1960. Teachers in remote areas receive allowances in addition to salaries, and are given free housing, heating and lighting. An extra allowance is also granted to teachers in charge of mixed classes. Removal costs for the teacher's family to allow them to join him are also reimbursed. (e) Students who wish to train as teachers must complete their military service prior to entry to teacher training colleges.

*Burma.* (a) No foreign teachers. (b) Retirement age is fixed at 55 years and is raised only in certain exceptional cases. (c) It has not been considered necessary to launch appeals to return to women teachers who left the profession on marriage. (d) It is proposed to increase the minimum educational requirements for candidates from 7 to 9 years prior to admission to teacher training colleges. (e) No necessity has arisen as yet to reduce or defer military service for teachers. (f) One-teacher schools have been used as an economy measure and to facilitate attendance in upper primary classes.

*Byelorussia.* (a) There are no foreign teachers but the education authorities offer posts to persons from other countries who come to Byelorussia. (b) There is no age limit for teaching personnel. Teachers may, from the age of 55 for women, and 60 for men, opt for their right to retirement with pension. (c) Women teachers who marry have the right, but are not obliged, to quit work. Any woman teacher who interrupted her pedagogical work on marriage can recommence at any time by presenting her certificates. (d) Local authorities are compelled to ensure that teachers enjoy proper material conditions. In the country, teachers receive a lodging allowance and free heating and lighting; as in each year, large sums are set aside by the state for the construction of housing for teachers. At the present time, more than one third of teachers in the country have their own houses.



*Cambodia.* (a) No foreign teachers. (b) Retirement age has not been raised. (c) No appeals to return have been made either to retired teachers nor to women teachers who left the profession on marriage. (d) The status of the teaching profession was raised in 1947 by the creation of mandarin teaching cadres, the raising of salaries and the granting of scholarships. (e) No facilities concerning reductions in, or deferments of, military service are envisaged. (f) Increase in the number of pupils per class; engagement of contractual teachers; engagement of monk teachers; shift system classes; the recruitment of women teachers is encouraged; various advantages are granted to students from ethnic minority groups in order to channel them to teacher training colleges.

*Canada.* (a) Teachers from other countries are welcomed in Canada especially from Britain and the United States. Teachers so accepted are equal in status and remuneration to their counterparts. It should be noted that teachers moving from one province to another may be in virtually the same category as teachers from abroad. (b) No change has been made in pension regulations. Some teachers may remain beyond the ordinary retirement age. (c) Married women were strongly urged to accept positions as teachers during the period of shortage, but a few school boards are now making regulations which restrict the hiring of married women. Their certificates were honoured unconditionally. (d) Salaries have been raised considerably and summer courses organized for teachers in service; possibilities of continuing higher studies. (e) There is no compulsory military service.

*Ceylon.* (a) There are no foreign teachers. (b) Retirement age has not been altered and no appeals to return have been made to retired teachers. (c) Marriage is no bar to teaching. (d) No steps have been taken to raise the status of the teaching profession. (e) Military service not compulsory. (f) Within the last ten years the number of primary teacher training institutes has been greatly increased.

*Chad.* (a) Foreign teaching staff is negligible. (e) Military service is not compulsory. (f) Some teachers are in charge of coeducational one-class schools with 300 pupils. Nearly all schools are coeducational.

In view of the distances which separate villages, the difficulties of communication, and the overpopulation of classes it is not possible to envisage the employment of travelling teachers; travelling pedagogical counsellors, however, can help teachers in isolated areas. The shift system for classes is rarely used.

*China (Republic of).* (a) No foreign teachers. (b) Teachers who reach retiring age (50) can request a five-year extension of service. (c) Women teachers, who left on marriage, are re-appointed in accordance with requirements ruling at the time, or their own personal circumstances. (d) The juridical position of the teacher becomes steadily more secure; salaries have been raised; living conditions have been improved and special steps as regards their welfare have been taken. (e) Teachers can have their military service deferred for three years.

*Colombia.* (a) There are no foreign teachers in official schools, but there are in private schools. (b) Retirement age for teachers (50 years) has not been raised; some retired teachers return to teaching. (c) Women teachers who left on marriage re-admitted to the same category as they left. (d) Increases in salary, scholastic allowances of various types (such as participation by the authorities in the costs of building accommodation, etc.); further training courses, selective examinations. (e) Trainee-teachers enjoy a deferment until the end of their training.

*Congo (Brazzaville).* (a) In principle, there are no foreigners in the primary education staff; however, 35 French teachers have remained in service. (b) Retirement age remains unchanged and teachers in retirement have not been taken back. (c) No appeals to return have been made to women teachers who left the profession on marriage. (d) The rules governing teacher training have undergone some simplification, a greater emphasis being placed on technical qualifications acquired during practice. Considerable efforts are being made, on the material plane, to improve housing conditions and the



settlement of rural teachers. (e) Military service is not compulsory. (f) Training of teachers by correspondence for professional examinations; a pedagogical library and a permanent documentation service are available to staff; weekly radio courses; a pedagogical bulletin is sent free of charge to each primary school.

*Costa Rica.* (a) No foreign teachers. (b) Retirement age has not been raised. (c) Women teachers who left on marriage can re-enter at any time. (d) In 1957, salaries were raised. (e) No special facilities as regards military service for teachers are envisaged. (f) The number of pupils per teacher has been raised from 35 to 40; alternate classes; plan for setting up one-teacher schools.

*Cyprus.* (b) Retirement age has been put back to 60 for men, whereas that for women has been maintained at 55; (c) Women teachers who resigned on marriage are authorized to re-enter the profession if they are aged 55 or less and can be re-integrated to the permanent staff. (d) A rise in salary was granted and the salary scale of women teachers has now reached the same level as that for men; in addition, cost of living allowance and a number of duty allowances. (e) There is no military service in Cyprus.

*Czechoslovakia.* (b) Teachers in good physical health, particularly the specialists for classes 6 to 9, are allowed to remain in service after the retiring age of 60 years. (c) Women teachers leave the service only rarely. (e) In order to reduce any predominance of women teachers, military service for trainee teachers has been reduced in duration.

*Dahomey.* (a) Some women teachers of French nationality are still in service in larger towns; they are paid by French technical assistance. (b) All civil servants with 30 years effective service have been placed in retirement. (d) A new status for the teaching profession is being prepared; it will not, however, improve the present situation of teachers.

*Denmark.* (a) There are no foreigners in the primary teaching corps. (b) Retirement age has not been altered but many retired teachers teach in primary schools as substitutes. (c) No appeals to return have been made to women teachers who left the profession on marriage. (d) Increased pay rates in 1958. (e) No easing of compulsory military service. (f) Increase in the output from teacher training colleges. Local school authorities have been asked not to fill vacant posts, but to try to make the existing teacher staff do overtime service instead. A reduction of the maximum number of pupils in each class has already been decided upon but will not be carried out yet.

*Ecuador.* (a) There are no foreign teachers in national schools, except in a small number of schools called *fiscomisionales*. (b) Retirement age of 60 years, with the entitlement to pension. (c) Women teachers rarely leave teaching on marriage; those who do can take up their appointments as before. (d) Salaries have been raised; reforms to improve living conditions for teachers. (e) Trainee-teachers are authorised to terminate their studies before being required to fulfil their obligations as to military service. (f) The number of pupils per teacher has been raised until classes are filled to capacity, boys and girls schools have been amalgamated, the shift system has been introduced and some evening schools have the same teachers as the day schools.

*El Salvador.* (a) No foreigners in the teaching corps. (b) Retirement age has not been raised and retired teachers have not been recalled. (c) No appeals to return have been made to women teachers who left the profession on marriage. (d) Several steps have been taken to raise the status of the profession. (e) Teachers are entirely exempt from military service. (f) In 1957, shift system classes were adopted.

*Ethiopia.* (a) No foreign teachers. (b) There is no fixed retirement age, many teachers being beyond the normal retiring age. (c) No appeals to return have been made to women teachers who left teaching on marriage; (d) Steps destined to improve the status of the teacher have been discussed but have not materialised for economic reasons; (e) No reductions or modifications in military service are envisaged; (f) the ratio of pupils to teachers being already too high, consideration is being given to other steps to alleviate the



shortage of primary teachers, such as correspondence and radio courses and the opening of provincial teacher training colleges, whose graduates would not be allowed to take assignments elsewhere.

*Finland.* (a) No foreigners in the primary teaching corps. (b) Retirement age has not been raised and no retired teachers have been called upon to return to the service. (c) Nor women teachers who had left on marriage. (d) There has been a tendency to increase salaries. (e) No reductions or deferments in military service.

*France.* (a) No foreign teachers. (b) Retirement age remains at 55 years for teachers. However, at their own request, they can be authorized to remain at work on full pay; recruitment under contract of retired personnel. (c) Any man or woman teacher who is free for employment may request his re-integration. A resignation is, however, considered as irrevocable but, owing to the shortage of personnel, the re-employment of a certain number of these teachers has been allowed. (d) Salary revisions; new method of advancement by grades. (e) There have been several proposals that young teachers should do their military service within the framework of their profession; deferments of one year have been granted frequently as well as early releases. (f) The measures taken to recruit teaching personnel without previous pedagogical training have been applied principally in "underprivileged" *départements*; advantages to war widows who wish to enter the ranks of elementary teachers; rise in the number of pupils per class; pupil transport bus service; coeducation, etc.

*Gabon.* (a) The few foreigners who are members of the primary teaching corps come from *Haïti* and France. They represent about one fifth of the total national teacher strength and are taken on as civil servants under the technical assistance plan or as Gabonese civil servants under contract; (b) Retirement age for teachers has not been raised; (c) No appeals to return have been made to women teachers who left the profession on marriage; (d) Steps are now being studied with a view to raising the status of the teaching profession; (e) Certain reductions or deferments in military service are now being studied also; (f) The setting up of a corps of student-monitors and of a teacher training college for women has been envisaged.

*Germany, Federal Republic of.* (a) Some Austrian teachers have been taken on, but only in very small numbers, in two *Länder*. (b) In no *Länder* has retirement age been raised. In the majority of *Länder* retired teachers can continue to teach. (c) In several *Länder* education authorities have launched appeals to women teachers who had left teaching on marriage to return to the service as civil servants. (d) Salaries have been increased in all *Länder*; numerous possibilities of advancement or of promotion. In several *Länder* reform of the methods in training primary teaching staff. (e) Teachers have not been given special facilities as regards military service. Students are allowed a deferment for the period of their studies. (f) Merging of two parallel classes, employment of teachers of practical crafts, entry facilities granted to students at higher teacher training colleges, reduction in holidays, small rural schools close to each other have been amalgamated in one school.

*Ghana.* (a) No foreign teachers. (b) Retirement age is fixed at 60 years; some retired teachers have been re-appointed on a contract basis, renewable annually. (c) Married women can teach until they retire. (d) New salary scales brought teachers' remuneration into line with that of the civil service. (e) No compulsory military service.

*Guinea.* (a) No foreign teachers. (b) The retirement age remains 55 years, but retired teachers have all been asked to return. (c) Women teachers do not leave the service on marriage. (d) Special monthly allowance over and above salary; easier conditions for promotion. (e) Deferments of military service when the ministry of education requests this; in effect, since 1958, there is total exemption from military service. (f) Extension of the teacher training colleges.

*Hungary.* (a) No foreign teachers. (b) Retired teachers are re-engaged at their request.



*Iceland.* (a) No foreign teachers. (b) Retirement age has not been raised but in certain places retired teachers have been re-engaged on a part-time basis. (c) No appeals to return have been made to women teachers who left the service on marriage, but those who continue to teach do so with up to two-thirds duty and wages. (d) Better remuneration; steps taken to increase the training of teachers and their rights to further education. (e) No military service.

*India.* (a) No foreign teachers. (b) Retirement age is often postponed. Retired teachers of both sexes, or even those on the point of retirement, are often re-employed, as long as they are in good health. (c) Women teachers are encouraged to remain in service after marriage and an attempt is made to place both husband and wife in the same place. (d) A sustained effort has been made by the government to improve the salaries of teachers, also a reasonable old age pension. (e) Military service is not compulsory. (f) Steps are being taken to popularise co-education at the primary stage.

*Indonesia.* (a) No foreign teachers. (b) Retirement age has not been raised and retired teachers are not asked to re-enter the service. (c) No appeals have been made to women teachers, who left the service on marriage, to return to work. (d) Teachers have higher salaries than other civil servants on the government salary scales. (e) No reductions or deferments of military service. (f) The shift system is being used. Teachers surplus to requirements in some areas are transferred to other areas where there is a shortage.

*Iran.* (a) No foreigners in the primary teaching corps. (b) Retirement age for primary teachers has not been raised. (c) No appeals to return have been made to women teachers who left the profession on marriage. (d) Increase in salaries of from 20% to 80% during 1961-1962. (e) Deferments of military service are granted to teaching staff. (f) The numbers of pupils per class has been raised. Recourse is had only rarely to coeducation, contractual teachers, alternate class system, or travelling teachers.

*Ireland.* (a) No foreign teachers. (b) Since 1953, teachers due to retire from the service on reaching 65 years of age are, subject to certain conditions retained in the service for a maximum of three years. (c) From 1958 women teachers were not required to retire on marriage. (d) Salary and allowances of teachers have been increased. (e) Military service is not compulsory.

*Israel.* (a) There are no foreigners in the primary teaching corps, with the exception of immigrant teachers. (b) Retirement age has not been raised and nor has it been found necessary to appeal to retired teachers to return to work. (c) As regards recalling women teachers, some attempts were made but they were not sufficient and better planned attempts are intended. (d) Continual improvements: salaries have been put up several times; maximum number of pupils per class should not exceed 45; travel allowances, etc. (e) Girls receive deferment; young men also; girl training college graduates employed as teachers during military service. (f) Teachers are permitted to teach additional hours; double sessions (owing to shortage of buildings); colleges of two years' duration for village teachers opened in outlying areas.

*Korea (Republic of).* (a) No foreign teachers. (b) Retirement age, formerly at 65 years, was brought down to 60 years in 1961. (c) Women teachers who left the profession on marriage are re-admitted to the teaching corps on their request without any special formalities. (d) Salaries were increased by 27.7%. (e) A reduction in the military service period has been accorded (one year of service instead of three).

*Lebanon.* (a) No foreign teachers. (b) Retirement age has not been raised. (c) No appeals to return have been made to women teachers who left the profession on marriage. (d) Draft laws are projected to raise the status of the teaching profession. (e) There are no exemptions from military service for teaching staff. (f) A draft law is making provision for recruitment without examination for an exceptional period of three years.

*Liberia.* (a) There are IVS teachers, and the Peace Corps and Unesco have sent other foreign teachers; also a number of teachers from India and French-speaking countries. In proportion to the number of national teachers, the number of foreigners is negligible. (b) There is no fixed retirement age



for teachers. (c) No discrimination is made between married and unmarried women teachers. (d) Pay rises; to be taken on as a teacher the higher school certificate is now required, with a better beginning salary. (e) No military service for teachers. (f) Numbers of pupils per class have been increased and the shift system has been adopted; steps taken to "freeze" the graduates of teacher training institutions in their particular areas.

*Luxembourg.* (a) No foreign teachers. (b) Retirement age has not been raised, and no calls have been made on retired teachers. (c) Women teachers who left teaching on marriage can be engaged as temporary supply teachers; they can re-enter the teaching profession under certain conditions. (d) A revision of salaries of civil servants is being undertaken. (e) Teachers fulfil their military service in several periods. (f) All holders of the baccalaureate can be candidate-teachers at the pedagogical institute, the selection system for entry less severe than usual.

*Madagascar.* (a) Teaching posts now held by foreigners are diminishing, since primary education is tending towards total "madagascarisisation". (b) Retirement age has not been raised, and retired teachers have not been reengaged. (c) There are no special measures as regards married women teachers; these can always be re-admitted to education. (d) Scale of salaries for the Civil Service has not been modified. (e) Military service obligations exist in principle, but teachers are rarely called up. There are no special reductions or deferments. (f) In some isolated rural schools, the number per class may reach 150. Staggered timetables are adopted; co-education is frequent; two sessions lasting half a day each.

*Malaya (Federation of).* (a) No foreigners in the teaching corps. (b) Retirement age has been raised from 55 to 60 years. (c) Most women teachers continue to teach after marriage. (d) The Unified Teaching Service has been set up to raise the status of the teaching profession. (e) No reductions or deferments of military service. (f) The enrolment figures for standards 1, 2 and 3 have had to be increased from 40 to 50 pupils and coeducation has been adopted in rural areas.

*Mexico.* (a) No foreign teachers. (b) Not necessary to raise retirement age nor re-admit retired teachers. (d) Granting of an allowance every five years, social insurance, etc. (e) Military service obligations have been harmonised so as not to conflict with the students' study periods. (f) Compulsory social service for teachers graduating from teacher training colleges which helps to alleviate the shortage in areas either difficult of access or insalubrious.

*Morocco.* (a) Recourse to foreign teachers has been had, these being recruited principally in France, under a cultural convention; some teachers recruited in the Middle East. (b) If the state of health of the teacher permits, the age limit is raised on his request, and after medical examination. (d) Special measures adopted for teachers with young children. Amalgamation of the cadres of Arabic and French language teachers. Allowances are granted to teachers working in difficult climatic conditions, who also benefit from a special leave of absence allowance; allowance for "Moslem education"; extra payments are granted to all specialised teachers. (e) There is no military service. (f) Rise in the number of pupils per class from 30 to 40 and sometimes 50; shift system; lessons by radio; teaching by correspondence, for teachers in service. Teacher training colleges will be built. Certain privileges are granted to men and women teachers.

*Nepal.* (a) In frontier areas adjacent to India, Indian teachers are recruited and normally fill 4% of the country's teaching posts. (b) Teaching staff are required to retire at 63. (c) Very small number of women teachers in service. (d) To raise the status of the teaching profession, various opportunities are offered for further education. (e) No special measures concerning military service.

*Netherlands.* (a) No foreign teachers. (b) Retirement age has not been modified. (c) On occasions, appeals have been made to women teachers who resigned on marriage to re-enter the profession. (d) Training has been improved, salaries have been raised, and certain study facilities granted (scholarships, interest-free loans, increments for obtaining certificates). (e) In certain special



cases teachers have been exempted from military service, or have obtained deferments.

*New Zealand.* (a) No recruitment of foreign teachers. (b) Employment of women teachers over the retiring age (55 years). Retired teachers are appointed. (c) Special recruitment campaign for women to take up teaching. Married women are now admitted to teacher training courses. A special appeal was made to married women trained as teachers to return to teaching. (d) All teachers were granted a salary rise as also an increase applicable to all state services. Existing financial rewards to teachers with superior academic qualifications will be increased. (e) Teachers normally obtain postponement of their military service until the long summer vacation. (f) The employment of part-time teachers has been re-instituted in primary schools. Other measures.

*Niger.* (a) There are 151 foreign teachers out of a total of 764 primary teachers, for the most part from Dahomey and Togo. (b) Retirement age has not been raised but such a step is being contemplated. (c) Married women teachers continue in service and no resignations have been recorded on grounds of marriage. (d) Right to lodging, or an allowance in lieu, and the raising of salary by 10%. (e) Teachers receive no exemptions or deferments as regards military service; deferments are only granted to trainee-teachers in order to finish their studies. (f) Ten travelling schools are in operation.

*Norway.* (a) Teachers from Denmark, Finland, Iceland and Sweden recognised as fully qualified teachers provided they can speak and write Norwegian. There are comparatively few foreign teachers. (b) Retirement age is now 70 years. Previously 65 if in service for 30 years. A teacher who continues in his work after the retirement age will only get the basic salary. (c) Women teachers who gave up teaching owing to their marriage may be reappointed on the same conditions as other teachers. Some local authorities have made special appeals to this group. (d) Planned to have weekly instruction periods cut. (e) No reductions or deferments of military service. (f) Special grant to start extra classes at training colleges; teachers who accept positions in the northernmost part of the country receive an extra increment.

*Pakistan.* (a) The number of foreign teachers is negligible. They originate normally from Goa (India), the United Kingdom, and the U.S.A., and generally enjoy better scales of remuneration and other advantages. (b) Retirement age has been raised. Retired teachers are appointed on a liberal scale, particularly in non-governmental schools. Their remuneration is reduced and they are not entitled to further promotion. (c) No appeal on national level to women teachers who left on marriage to return but educational authorities and social service organizations have been urging married women teachers to resume. (d) Teachers granted increase of 10% in their salaries. Cost-of-living allowance raised. (e) There is no military service. (f) Large classes are being tolerated; girls are freely admitted to boys' schools.

Conditions of work in rural schools are being improved; as a matter of policy, husband and wife, if both are teachers, are posted to the same station; new teacher training institutions are being established in rural areas.

*Paraguay.* (a) No foreign teachers. (b) The retirement age for women is 40 years and for men 45 years. (c) Women teachers who left teaching on marriage are free to resume at their own wish, and many of them do take up service again. (d) Increased salary scales to raise the status of the profession have been allowed for as well as retirement pensions. (e) No measures have been adopted as regards military service. (f) Summer vacation courses have been organised to train uncertificated teachers and to encourage pupils who have completed basic education to enter teaching. Professional training courses planned for next year with assistance from Unesco.

*Peru.* (a) No foreign teachers. (b) Retirement age is fixed at 65 years. (c) Any teacher who resigns can re-enter the service if less than 65 years of age. Women teachers can be re-admitted if they so desire, but not recall'd. (d) Special allowances are granted for teachers in posts in frontier areas, etc. (e) Certificated teachers are exempt from compulsory military service since they received special military instruction at the time of their professional training.



*Philippines.* (a) No foreign teachers. (b) Retirement age has not been put back, and teachers already in retirement have not been re-engaged; (c) No appeals to return have been made to women teachers who had left the profession on marriage. (d) The minimum level of education has been laid down as Bachelor of Science in Elementary Education, and the salaries have been raised; (e) No steps are necessary to reduce or defer military service; (f) In heavily populated areas, the number of pupils per teacher has risen.

*Poland.* (a) No foreigners in the teaching corps. (b) Retirement age was fixed at 65 years (and 35 years service), but has been amended to 60 years for men (and 25 years service) and 55 years for women (and 20 years service). Some retired teachers have been re-engaged. (c) Women teachers not barred from continuing to work if they marry. (d) High esteem for the teaching profession. Salaries have been increased on several occasions and a subsidy granted for installation expenses. (e) Deferments only until the end of the period of study. (f) Reduction of weekly hours of compulsory education; free housing is offered; free medical schemes; heating free. The teacher in charge of several classes receives a higher hourly rate than other teachers.

*Portugal.* (b) Retirement age has been left unchanged; no appeal to retired teachers to return to work. (c) Women teachers are not required to leave the service on marriage. (d) Salaries were raised some years ago.

*Rumania.* (a) No foreign teachers. (b) Retirement age has not been raised; nevertheless, retired teachers can continue in service; they receive, over and above their legal pension, their due salary. (c) No appeals to return have been made to women teachers, but they can apply for re-admission to any of the posts available. (d) The state is pursuing a policy designed to raise the level of all citizens; teachers are paid according to their educational level and their number of years of service. (e) All future teachers are granted deferments of military service which extend over the whole of their period of study.

*Saudi Arabia.* (a) Teaching staff include foreigners from the U.A.R., Syria and the Sudan. There are no great differences in status between foreign and national teachers. (b) Retirement age has not been raised and no retired teachers have been re-engaged. (c) Women have only recently entered the teaching profession. (d) Promotion possibilities every two years; working conditions for teachers from neighbouring Arab countries were improved. (e) There is no military service. (f) The number of pupils per teacher has been increased.

*Sierra Leone.* (a) No foreign teachers. (b) Normal retiring age is 55, but teachers may remain at their posts until 60 or more provided they produce a medical certificate. (c) Most women teachers continue to teach after marriage. (d) Improvements in retirement pensions and the introduction of improved scales for head teachers. (e) So far as reductions or deferments of military service are concerned, these do not apply in Sierra Leone.

*Spain.* (a) No foreign teachers. (b) Retirement age has not been raised. (c) No appeals to return have been made to women teachers who left the service on marriage. (d) Steps have been taken to improve the social and economic level of teachers and to raise the status of the profession. (e) Teachers are authorised to perform their military service as officers; during the months of the holiday period they take special two-year courses. (f) Travelling teachers; a group school transport service. To fill posts in schools in difficult areas, certain compensatory steps have been taken.

*Sudan.* (a) There are no foreign teachers at the primary level. (b) No extension of the retirement age. (c) Re-appointment after marriage entitles the schoolmistress to starting pay equivalent to that received before marriage; efforts are also made to post her, whenever possible, near her husband's place of residence. (d) As civil servants, teachers are subject to the general civil service regulations. (f) Coeducation has recently been accepted as a policy in places.

*Sweden.* (a) There are no foreign teachers. (b) Retirement age has not been raised and no retired teachers have been re-engaged. (c) No appeals to



return have been made to women teachers who left the service on marriage. (d) The status of teachers is established by collective negotiations between the teachers' organizations and the Civil Department. (e) No reductions or deferments of military service.

*Switzerland.* (a) Some foreign teachers engaged on a provisional basis. In some cantons, no foreigners may be employed in primary schools. (b) Retirement age has not been raised but it does happen that retired teachers are re-engaged, and that teachers who could claim the right to take their retirement still remain at work. (c) There is a general tendency to re-engage married women teachers, without differences in status between them and their colleagues. (d) The status of teachers and their living conditions have been bettered. (e) Military requirements in no way obstruct the proper functioning of schools. (f) Special allowances are sometimes given to village teachers; living accommodation has been modernised.

*Syria.* (a) No foreign teachers in primary schools. (b) No appeals have been made to retired teachers. (d) Steps have been taken to raise the status and salary of teaching staff. (e) No steps have been taken to reduce or defer military service. (f) Rise in the number of pupils per class; in the number of classes per teacher; introduction of coeducation in the three first years of the primary grade; engagement under contract of teachers from Arab countries; introduction, even in large cities, of a shift system in some schools having insufficient space; rise in the number of teacher training college for women (with special facilities for those coming from frontier areas especially touched by the shortage).

*Thailand.* (a) No foreign teachers. (b) Retirement age has not been raised and teachers already retired are not re-engaged. (c) Women teachers who left on marriage are not encouraged to return. (d) Efforts have been made in many ways to raise the status of the profession: expansion of promotion opportunities, encouragement of participation in professional activities, offering of in-service training opportunities, improvement of salary scales, professional qualifications and welfare. (e) Teachers are entirely exempt from military service. (f) Adoption of two-shift system in certain areas, especially in crowded cities; adoption of the one-teacher school; universal practice of coeducation; introduction of radio lessons.

*Togo.* (a) No foreign teachers. (b) Retirement age has not been raised, and no call is made on retired teachers. (c) No calls have been made on married women teachers to re-enter service. (e) There is no military service.

*Tunisia.* (a) Recourse to foreign teachers (France, Belgium, Algeria and Switzerland); foreign teachers represented 6.8% of the teaching corps (For their conditions of employment, see Individual Studies). (b) Age of retirement has been fixed at 60 years. Teachers can request extension of service for a maximum of three years. (c) No rule exists to compel married women to resign. (d) Improved possibilities of entering higher positions; rhythm of promotion accelerated; special allowances have been granted. (e) Total exemption of military service for teachers. (f) Reduction from seven to six years primary education; reduction of timetables; coeducation; employment of contractual teachers.

*Turkey.* (a) No foreign teachers in primary education. (b) Retirement age has not been raised. Some retired teachers are re-engaged by private schools. (c) Women teachers who left teaching on marriage not encouraged to re-enter. (f) Travelling teachers and alternate classes, both of which steps are at present being studied.

*United Arab Republic.* (a) No foreign teachers. (b) Teachers can request re-admissions and extensions of service. (c) Present regulations allow married women teachers to continue service. (d) Increase in basic salary. Various measures adopted such as to facilitate study abroad; scholarships; possibilities for women teachers to take part-time jobs etc. (e) The duration of military service is reduced for certificated teachers; students in general are allowed deferments until the end of their studies. The period of military service is not deducted from years of service, and all candidates who have completed their military service are granted priority in appointments. (f) Number of pupils



per teacher has been raised. Postprimary teachers are used in primary teaching and coeducation is general.

*United Kingdom. England and Wales.* (a) There is an interchange of teachers on a very small scale with the United States and with some European countries. Salary scales and conditions of service are the same as for other qualified teachers, but the number of such teachers employed is insignificant. (b) Teachers may retire at any age but cannot draw their pension before the age of 60. Large number of teachers defer their retirement; they retain their salaries. Teachers who have retired are also encouraged to seek re-engagement on a part-time basis. A limitation is imposed on their part-time engagement, in that their part-time earnings, plus their pension, must not exceed the salary they would receive if they were still in service. (c) A national campaign to persuade married women teachers to return to service was launched by the Ministry and has been taken up at local level. A married woman, who returns to full-time service, is re-absorbed into the regular teaching force with normal conditions of service and on the appropriate salary scale. (d) Normal training requirement has been increased from two to three years. Frequent revisions of salary scales. (e) As regards military service for teachers, no steps are necessary in this context. (f) Increase in training college capacity.

Under a scheme to ensure better geographical distribution of teachers, each local education authority is given an annual quota. Part-time teachers also employed.

*United Kingdom (Northern Ireland).* (a) There is no teacher-exchange. (b) Retirement age for primary teachers has not been raised. Retired teachers can be re-employed as temporary teachers if the need arises; they receive the full rate of salary but they must relinquish their pensions during this period of employment. (c) No special appeal has been made to married women teachers to rejoin the service; they are appointed on the same terms as other teachers. (d) Salaries and conditions of service are frequently improved. (e) There is no compulsory military service. (f) Out of a total of 1,500 schools, a shift system is temporarily in force in 10 schools.

*United States.* (a) In general, foreign teachers have not been called upon. (b) In general, retirement ages have not been modified, the most common being 65 years. A few States still permit public school teachers to teach until age 70. (c) Many local school authorities have actively campaigned to induce women teachers to return. If standards for teacher certification have been raised, they must meet the new standards. (d) Steps to improve the status of primary teachers were taken years ago. (e) Local selective service boards rarely grant deferment to teachers. (f) Recruiting campaigns, larger classes coeducation, consolidation of schools in rural districts, curtailed sessions.

*Upper Volta.* (a) All teachers are nationals with the exception of some French women teachers in certain girls' schools. (d) Steps are being studied examinations which will allow better teachers to rise to higher grades. (e) Teachers are exempt from military service. (f) The shortage of teachers has necessitated a rise in the number of pupils per teacher.

*Union of Soviet Socialist Republics.* (a) As a general rule, teaching staff are Soviet citizens. (b) After 25 years service, a "service pension" is paid, even to teachers who remain in service. Women teachers aged 55 years and teachers aged 60 can obtain an old age pension, but they must resign their posts. Those among them who, after having obtained the old age pension, take up pedagogical activity again receive a "service pension" in its stead.

*Vietnam.* (a) No foreign teachers. (b) Retirement age has not been raised, but retired teachers who wish to return may do so under certain conditions. (c) No appeals to return have been made to women teachers who left the profession on marriage. (d) No special measures have been taken to raise the status of the teaching profession. (e) No exemptions or deferments of military service are planned for teachers. (f) Rise in the number of pupils per teacher, reduction in the number of classes due to co-education, recourse to alternate classes, and the setting up of one-teacher schools.



*Yugoslavia.* (a) No foreign teachers. (b) Retirement age has not been raised but over-age teachers are allowed to remain in service if they wish to. (d) Teachers' salaries have been put on the same level as those of employees in the same category in the public services and administrations; cooperative housing projects have been set up for teaching staff, housing and heating being free for rural teachers; allowances are granted by local authorities to teachers holding difficult posts, or in charge of overfull classes, etc. (e) No facilities have been envisaged as regards military service.

## INTERNATIONAL ACTION

Out of the 65 countries replying to this question, 39 have received no assistance from abroad in their struggle against the shortage of primary teachers. The help received by the others in this matter came from Unesco, the Agency for International Development, the Organization of American States, Unicef, Point Four, UNKRA, and the European Development Fund for Countries and Associated Territories overseas, which is an organ of the European Economic Community.

As will be seen from the Comparative Table below, some governments have furnished assistance direct to certain countries. The same thing has occurred with various semi-official or private foundations or organizations.

About a quarter of the countries replying to this question (16 countries), required no assistance in their struggle against the shortage of primary teachers, being able to solve the problem from their own resources. But 32 countries record special difficulties and require external aid. From the wishes expressed, this assistance can take several forms: financial (5 countries); despatch of experts (10 countries); granting of scholarships (6 countries); credits for school building, especially training colleges (5 countries); despatch of pedagogical equipment for training colleges (11 countries); despatch of heads and staff for teacher training colleges (8 countries), etc.

### Comparative Table

*Afghanistan.* No assistance received to date but this would be welcomed, especially in the form of advisers, teachers for training schools and equipment and materials for such schools.

*Australia.* None received or required.

*Belgium.* None received or required.

*Burma, Union of.* None received, but welcomed as regards planning and introducing compulsory education.

*Byelorussia.* None received.

*Cambodia.* Has received economic assistance from the United States which has permitted the setting up of a pedagogical training centre and the planned building of a similar centre; assistance required for the building of a third centre.

*Canada.* Desires increase in number of teachers visiting the country and in teacher exchange.

*Ceylon.* None received, but requires despatch of an expert to train lectures in training colleges and to advise the government on the best curricula for primary schools.



*Chad.* Assistance received from France in the form of finance, secondment of teachers, supply of staff for general education colleges and nearly all the staff for secondary schools; scholarship winners are taking two year courses at Brazzaville and in France; three week information courses are in operation in France; all technical assistance will be welcomed.

*China, Republic of.* None received or required.

*Colombia.* Has received assistance from Unesco, the United States under Point Four, the O.A.S. and Unicef. Would welcome despatch of experts in accelerated training, elaboration and selection of text-books, application of the one-teacher school system, a better use of resources and to organize pedagogical research.

*Congo (Brazzaville).* None received, but required as regards equipment, which would allow local budgets to be re-orientated towards improvements in teaching profession's status.

*Costa Rica.* Has received considerable assistance from the Agency for International Development.

*Cyprus.* None required at this time.

*Czechoslovakia.* None received or required.

*Dahomey.* Two French experts were called in to study educational planning in relation to the development of the country; recommendations therefrom will be applied from October 1962.

*Ecuador.* None received but required for credits to finance the five-year plan for the re-orientation of the system of training teachers, for economic assistance and technical cooperation from international organizations as well as the despatch of specialists for the more important chairs of pedagogy, didactics, administration and school inspection.

*El Salvador.* Scholarships from Agency for International Development, Unesco and the O.A.S.; desires external assistance for financing school buildings, increase in size of teacher training establishments, supply of school equipment.

*Ethiopia.* Unesco sent a few experts in teacher training. Desires financial assistance which is very necessary.

*Finland.* None received or required.

*France.* None received or required.

*Gabon.* None received but would welcome financial assistance which would allow the training of teachers (through scholarship awards) the building of quarters for this training, or the sending of technical assistance personnel.

*Germany, Federal Republic of.* None received or required.

*Ghana.* None received, but would be welcomed in the form of funds or materials as well as teacher trainers through technical assistance.

*Guinea.* None received but welcomed for granting of scholarships for teacher training, building and equipping of primary training colleges, despatch of professors for these and despatch of pedagogical textbooks.

*Iceland.* None received or required.

*India.* None received or required.

*Indonesia.* None received or required.

*Iran.* Some assistance from abroad has been received, especially from Unesco, but financial and material help would be appreciated to help solve the problem of the shortage.

*Ireland.* None received or required.

*Israel.* None, except for advice from individual experts who visited the country.

*Jordan.* Has received assistance from Unesco, A.I.D. and the Ford Foundation.



*Korea, Republic of.* Assisted with credits from UNKRA and AID to improve ten teacher training schools and three colleges of education in facilities and equipment; assistance from these two organizations is continuing.

*Lebanon.* None received, but consideration would be given to the matter.

*Liberia.* Has received considerable assistance from A.I.D., operation Cross Roads Africa, the I.V.S., and the Peace Corps, and would be glad if assistance would continue.

*Madagascar.* Has received assistance from F.A.C. and F.E.D. as well as from France.

*Malaya, Federation of.* Two teachers are taking a lecturers' training course organised by Unesco at Manila. External assistance would be appreciated especially as regards «method» for teacher training establishments.

*Mexico.* Has received assistance from international organizations and would welcome more for the extension and development of educational services.

*Morocco.* A Moroccan civil servant, under Unesco foreign scholarship grant, has been appointed to succeed the present Unesco expert. All forms of bilateral or international assistance would be accepted readily (audio-visual, scientific and teaching material).

*Nepal.* From 1954, joint action with USOM; assistance welcomed for the training of primary teachers abroad and the further training of staff of primary teacher training colleges.

*Netherlands.* None received or required.

*New Zealand.* None received.

*Niger.* None received, but would be welcomed as regards despatch of pedagogical counsellors and teachers capable of taking charge of certain schools.

*Norway.* None received.

*Pakistan.* Has received assistance and would welcome more especially by the despatch of experts, granting of scholarships, and modern equipment for training colleges.

*Paraguay.* Has received technical and material assistance from R.E.D.P. and Unesco; would welcome further assistance for the training of teachers in one-teacher schools, pre-school education, adult education, etc.

*Peru.* Has received assistance from the Peruvian-American Educational Cooperation service and Unesco and would welcome more from abroad to increase the numbers of teachers in schools.

*Poland.* None received or required.

*Rumania.* None received. Is able to assist other countries.

*Saudi Arabia.* None received, but would welcome it especially as regards the despatch of specialists and the granting of scholarships.

*Sierra Leone.* No assistance has been received from abroad, but it would be welcomed for the construction and maintenance of 3 or 4 training colleges, and also for assistance towards salaries of teachers.

*Sudan.* Has received assistance from A.I.D., and would welcome more for the building of schools and their equipment, heavy items in the education budget.

*Switzerland.* None received or required, but would be interested in details of emergency training courses in other countries.

*Syria.* None received or required.

*Thailand.* None received or required for the moment.

*Togo.* None received.



*Tunisia.* Is receiving assistance under the Franco-Tunisian protocol for cultural and technical cooperation. International assistance, which would only be of use were it to provide qualified teachers for the French language, is not possible, since French-speaking countries are all affected by the shortage.

*Turkey.* None received, but would welcome it as regards educational equipment.

*United Arab Republic.* Has received international assistance in the form of scholarships of which a part have been reserved for teachers; all other assistance in the form of scholarships or pedagogical equipment would be highly appreciated.

*United Kingdom. England and Wales.* None received or required, but it would be useful to have information about the measures adopted in other countries, where these problems resemble national ones.

*United States.* Appreciates the assistance which other countries have furnished insofar as exchanges of ideas are concerned, and would be glad if more of its educators could be invited to visit other countries.

*Upper Volta.* Has received assistance from the F.A.C. and will receive some from Unesco; assistance would be welcomed for building and equipping primary training colleges.

*U.S.S.R.* None received, but is furnishing assistance to other countries.

*Vietnam.* Has received financial assistance from the U.S. Agency for International Development to recruit temporary teachers, and would be glad if such assistance could continue.

*Yugoslavia.* None received.



# Individual Studies

83 Countries







## AFGHANISTAN

*From the reply sent by the Royal Afghan Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There is a shortage of primary teachers since their number does not correspond to requirements; this shortage first became evident in 1957; it will remain more or less stationary until 1965 and will then diminish until its disappearance in 1969.

*Analysis of the shortage.* The lack of men teachers is felt in all parts of the country and is more marked than the shortage of women teachers, especially away from the capital; to remedy this state of affairs, the creation of teacher training colleges in the provinces is being expanded.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* As a result of a better understanding and greater appreciation by the public of the value of education, school enrolments have increased, and in consequence so has the shortage of teachers; the social emancipation of women since 1959 also plays a part, but the principal reason is the generalisation of free and compulsory education.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Forward planning is in hand to meet requirements in primary teaching staff.

*Steps to encourage recruitment of teachers.* For many years, the recruitment of pupils for teacher training schools has been encouraged by granting scholarships, pre-salary payments and free boarding accommodation.

*Emergency training programmes.* Use has been made of accelerated training to combat the shortage of primary teachers; such training is no different from the regular training but is shortened by one year; the value of the certificate obtained is a little different from the regular one due to the shortened period of study; there are also certain differences in status and remuneration. Teachers trained under the accelerated scheme are required to participate in summer and winter teacher training courses.

*Recourse to staff without pedagogical training.* Persons recruited for teaching in primary education having no previous pedagogical training must show that they possess a sound educational background; they are given in-service training.



*Special measures.* (a) There are no foreign teachers in primary schools. (b) Retirement age has not been raised but some teachers already retired have been re-engaged on a contractual basis. (c) While no special measures have been taken to encourage married women teachers who left on marriage to re-enter the profession, those who do are welcomed. (d) In order to raise the status of the teaching profession, their salary scales have been increased above those of other public servants and they also receive certain emoluments; furthermore, it is planned to build houses for teachers working in the provinces. (e) Teachers are exempt from military service on condition that they stay in service for at least six years. (f) It has been necessary to introduce the shift system, to increase the number of pupils per teacher from 42 to 50 in the last two years and to engage some teachers on a contract basis.

#### INTERNATIONAL ACTION

Afghanistan has not received any assistance from other countries or from international organizations in its struggle against the shortage of primary teachers. Assistance would be welcomed in the form of advisers, teachers for teacher training schools, and equipment and materials for such schools.



## ARGENTINA

*From the reply sent by the Ministry of Education and Justice*

The problem of the shortage of teachers does not arise, since the number of teachers in service corresponds to the requirements of the educational system. There are 139,008 teachers in service, of which 14,202 are men and 124,806 women (89.78%) for 18,607 educational establishments and a school population of 2,868,330 pupils.

During the years 1951 to 1960, 148,812 primary teachers were trained (an average of 14,881 per year) a figure which exceeds by 10,000 the number of teachers now in service. As school enrolment figures are rising progressively, there is no shortage of teachers, even taking into account the future rises in the school population, of the setting up of new classes, and the retirement of staff now in service.

Salaries are insufficient, and this fact contributes to the loss rate of men teachers. Even if this matter does not affect the structure of the educational system, since posts can be filled just as well by women teachers, national education is the loser by not having the support of the male element.

In certain very rare cases mostly in one-teacher schools, and due to their geographical location, recourse is had to teachers who have retired; this solution, which is of a provisional nature, is adopted until such time as new certificated teachers are appointed.



## AUSTRALIA

*From the reply sent by the Commonwealth Office of Education*<sup>1</sup>

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There is a shortage of primary teachers which became especially acute 10 or 12 years ago; it now has a tendency to diminish. In two states, the shortage has already eased; elsewhere it is expected that subject to adequate funds being available the shortage will have eased by 1964-1965.

*Analysis of the shortage.* Generally, the shortage of men teachers has been greater than that of women, with the exception of one state where there has been a fairly marked shortage of women teachers. There is no significant difference from one locality to another nor between minority groups.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The increase of population has contributed to the shortage. A marked increase in birth-rate took place approximately sixteen years ago, having its effect on primary schools about 10 to 12 years ago. The birthrate continues to rise at a fairly steady rate. Education has been compulsory for many years, and the present shortage of teachers cannot be attributed to this factor. Compulsory education covers the completion of primary education, and in most states, some attendance at secondary level also.

*Difficulties in recruiting teachers.* There has been no lack of interest in teaching as a profession.

*Other causes.* A low birthrate in the 1930's is primarily responsible for the shortage of recruits in the early and mid 1950's. The evolution of the rate of immigration also plays a part.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Such planning is a continuing process.

*Steps to encourage recruitment of teachers.* Steps taken have included: information and recruitment campaigns; increases in the number of teacher training scholarships; increases in the value of wages or living allowances during training; the establishment of additional training colleges; increased hostel accommodation for trainees; increases in the salaries available on completion of training.

<sup>1</sup> The answer to the questionnaire covers the situation in Australian government schools which at the primary level are attended by some 77% of pupils.



*Emergency training programmes.* In some states, use was formerly made of emergency, shortened courses of training, but these have since been discontinued.

*Recourse to staff without pedagogical training.* All staff have pedagogical training.

*Special measures.* (a) In some states, there have been campaigns of enlistment from the teaching force in the United Kingdom, and foreign teachers in the main are from this country, but applications are accepted from all countries, subject to training and fluency in English. Foreign teachers represent less than 1% of the entire teaching force in each state system except in one state where the proportion is 5%. Foreign teachers, apart from those from the United Kingdom, must achieve naturalisation before being admitted to permanency. Otherwise no differences of status or remuneration apply. (b) The age of retirement is never extended but when the state of the teaching force warrants it, a retired officer can be re-engaged on a temporary basis. (c) Although in some states formal resignation of women teachers is required on marriage, in general it is normal procedure for such women to be eligible for re-employment if they so desire. Status on re-employment ranges, depending on the state concerned, from full re-instatement to re-employment on a temporary basis only or on a lower level of classification. (d) All state teaching salaries have been progressively raised in recent years. (e) There is no compulsory military service. (f) The employment of teachers on a temporary or casual basis and the modification of class sizes in accordance with the number of teachers available has allowed all pupils to be provided for as regards scholarisation.

In those states where the number of female recruits has outnumbered the number of males, it has been usual for special steps to be taken to remedy the situation. Similarly in the one state previously mentioned where males have outnumbered female recruits, special measures have been devised to encourage women to enter the profession.

#### INTERNATIONAL ACTION

Australia has not received any international assistance in its struggle against the shortage of primary teachers, and at the present time there is no proposal that it should be sought.



## AUSTRIA

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There is a shortage of teachers in eight out of the nine federal districts, with the exception of Vienna. The shortage has existed since approximately 1959; it will become more acute in all probability and it is not possible to predict when the crisis will be overcome.

*Analysis of the shortage.* The shortage is most marked as regards men teachers; it affects almost entirely rural areas and is in evidence only in very small degree in schools for minority groups.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage of teachers is due to a marked rise in the birthrate from 1961, and which shows no signs of slackening. For the moment, the shortage is not caused by extension of compulsory education but this will be a factor from 1966 onwards, when there will be a worsening of the situation amounting to 10% of the present shortage.

*Difficulties in recruiting teachers.* Entry to teacher training colleges has been restricted only temporarily, due to a surplus of applicants during the last few years. In the meantime, a big publicity campaign has given satisfactory results, in both quantity and quality, so far as recruitment is concerned.

If some trainee-teachers do not enter the teaching profession at the end of their teacher training course, this is explained by the fact that they undertake university studies (especially in the case of women); that they embark on a military career; that they show preference for professions offering greater rewards (especially the civil service) and which allow them to live in the cities. This preference extends sometimes also to teaching posts abroad, on a temporary basis.

Resignations are fairly frequent among young women teachers, on marriage, (sometimes entailing a change of career also), after the birth of two children, or because they go abroad to work. The turnover of such resignations represents about 1% of the total teaching corps in compulsory general education schools.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Planning of teacher requirements is the concern of all education authorities, especially the Federal Ministry



of Education. After the second world war, such planning was considerably hindered by large variations in the annual birthrate figures, by changes brought about by different types of studies undertaken, and by the development of the economic situation. Planning has been improved, thanks largely to the more complete education statistics now provided; likewise, appropriate financial measures have been taken.

*Steps to encourage recruitment of teachers.* This has been helped in particular by a big recruiting campaign undertaken by education authorities and the in-service training departments, by increasing the number of pedagogical scholarships over the last few years (about 100%), and by increasing the amount of these scholarships (about 60%), by the setting up of so-called "full" scholarships for male applicants from poor classes, by the development and setting up of living-in facilities for students from areas having poor communications (an increase in the number of places of about 15%).

*Special measures.* (b) The re-engagement of teachers having reached ordinary retiring age has until now been rarely resorted to. (c) Until now, the re-engagement of women teachers has only been allowed in conformity with the regulations governing the service: certain special rules are now in process of being worked out. Lately, requests for re-incorporation to the service have been fairly numerous. (d) A decree of 1956 brought some improvements to the salaries of all categories of teachers. In 1960, commencing salaries were considerably improved. An allowance over and above salary was granted to teachers in one-teacher schools, and in minority schools. A "hardship" allowance for primary teachers in one-teacher schools is now being studied; an appreciable allowance over and above salary is granted to teachers in minority schools, whose training is the subject of special measures. (e) An easing of conditions for military service has been in force for several years, agreed between the military and education authorities and has resulted in deferments until after the primary school teachers' examination has been taken.



## BELGIUM

*From the reply sent by the Ministry of National Education and Culture*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of primary teachers is in evidence throughout the whole country. It first became marked around 1955 and does not seem to be worsening; however, in several areas it will not be overcome for some years.

*Analysis of the shortage.* The shortage of men teachers is more marked than that of women. It affects mostly rural areas where the teacher is often in charge of a one-teacher school; on the other hand, in large towns and above all in the capital, schools are preferred by younger teachers who enjoy particular advantages: comfort; facilities for secondary and higher education for their children; professional advantages and notably the assurance that they will only have one class to teach; supplementary allowances such as the 10% allowance on salary payable in towns and large agglomerations of more than 100,000 inhabitants, various indemnities for supervising canteens, evening classes etc, and higher housing or residential allowances, etc.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage springs from the increase in the birthrate which became evident after the war; where, in 1944 there were 85,000 to 90,000 births a year, in 1946-1947 this figure had risen to 140,000. Today, the situation has stabilised around this latter figure.

*Difficulties in recruiting teachers.* The shortage is also due to a certain lack of interest in the teaching profession, as well as to the variety and abundance of employment possibilities offered in the private sector of the economy. After the reform of the teacher training establishments, there was a surplus of enrolments to them, but it remains to be seen in what proportion their graduates will enter primary teaching. In any case, everyone is agreed that teachers are insufficiently paid, but the numerical importance of teachers mitigates against their claims for better treatment. It is a fact that in general the children of teachers do not follow the career of their parents.

It should also be noted that a large number of teachers are drawn to other functions in teaching which are better paid and demand less attention than primary teaching: secretary, educational supervisor, school superintendent, etc.

*Other causes.* The shortage is also due to successive reductions in the number of pupils per class decreed by the ministry of national edu-



cational and culture in order to ensure that a class benefits from state subsidies. This effort to reduce the overloading of classes is a concrete result of pedagogical thinking, but it does necessitate an increased number of teachers. After the war, an enrolment figure of 120 pupils in a school entailed the opening of four classes, whereas today the same enrolment figure would entail the opening of five classes.

#### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Due to the complexity of the organization of education and to the interplay between the different authorities responsible, reliable forward planning is difficult to carry out; it is well known that education is in the hands of the state, of provinces, of communes and of private enterprise. However, it is hoped by extrapolation to provide the figures of requirements as soon as reliable figures of staff can be matched with demographic statistics. The forecasting problem is made still more difficult by retirement conditions whereby a considerable margin is left to individual decisions. Retirement rights can be invoked from the age of 50, after 30 years teaching, but such teachers can remain in service until they are 65.

*Steps to encourage recruitment of teachers.* Special measures taken to this effect can have unforeseen results. As primary teacher training corresponds at the present to upper level secondary studies, plus professional training, it happens that talented young people who have attended teacher training take up university studies and are lost from the start to primary education.

*Emergency training programmes.* In 1959, about 200 young people, graduates from upper level secondary schools, received accelerated training. Lasting six weeks, this training is followed by a one-year probationary period under the supervision of cantonal inspectors and comprises five or six study weekends. The recipients of this training were examined by a central board and 70% of them passed the examination as teachers. The certificate thus obtained has the same value as that granted after ordinary teacher training. There is no difference in remuneration between teachers trained under the accelerated and ordinary schemes.

During the 1961-1962 school year, six teacher training colleges have given one-year pedagogical training to young people having a certificate in the humanities; examined by an ordinary board, 75% of them passed the examination as teachers. The same scheme is being operated this year in a larger number of teacher training colleges. It seems that it is in this sense (secondary education, plus one year of teacher training) that teacher training is now directed. The demands of those who proclaim the necessity of two years of pedagogical training over and above secondary studies cannot yet be met because of the expenses involved.

*Recourse to staff without pedagogical training.* In principle, only those holding pedagogical certificates are employed as teachers. The only authorised departure from this rule allows that, in periods of shortage, holders of teaching certificates for other subjects (domestic sciences, kindergarten, etc) can be employed, at the same rate as for regular teachers.



Efforts are also being made to train teachers in infant schools to teach on the lower primary level, although they are not certificated for it.

*Special measures.* (a) The first requirement for all teachers is Belgian nationality. (b) In public education, the former age limit was 60 years but this can be raised to 65 if the teacher so desires; in free communal primary education, the rules regarding retirement are more liberal if the teacher has always had favourable reports by the inspectorate. Educational authorities sometimes re-appoint retired teachers, especially as temporary replacements; their pension is thus suspended and replaced by the ordinary salary during the period of replacement. (c) Women teachers are not required to resign on marriage, except in some free catholic educational dioceses; but ideas are becoming more modern in these circles also. (d) Steps taken so far to raise the status of the teaching profession are still insufficient to give it the prestige which it once had, and which would facilitate the recruitment of qualified candidates. (e) Teachers have the same obligations as other citizens as regards military service; however, the date of call-up is adjusted to coincide, if possible, with the beginning or end of the school year. Teachers who take up a three-year contract abroad are exempted from military service. (f) Pedagogical initiation courses on the primary level were given in 1959 to women teachers in infant schools who requested them; kindergarten teachers certificated in 1962 took these courses at teacher training colleges, the period of study being extended by one year, but the law which will allow them to be appointed on a permanent basis in primary level classes has not yet been adopted.

#### INTERNATIONAL ACTION

Belgium has not received any assistance from abroad in its struggle against the shortage of primary teachers, and does not wish to receive any. Steps are envisaged which would allow Belgian teachers to go abroad to teach.



## BULGARIA

*From the reply sent by the Ministry of Education and Culture*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* Until recently, there was no shortage of primary teachers; in fact, in 1959, there was a surplus. However, following the 1960 reform in education, a slight and unimportant shortage is beginning to make itself felt.

*Analysis of the shortage.* At the present time, and without this being in any way serious, there is a shortage of men teachers, mostly in remote areas; classes 5 to 8 are those especially affected.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* From 1960, primary education was prolonged by one year (8th class).

*Other causes.* The school network has been extended and a boarding-school and day-boarding system has been introduced.

### STEPS TAKEN TO ELIMINATE THE SHORTAGE

*Planning to combat the shortage.* Teacher requirements in primary education, which are not expected to be more than 8%, will be entirely met during the 1965-1966 school year.

*Steps to encourage recruitment of teachers.* The network of teacher training colleges has been extended and steps have been taken to encourage recruitment to them. Teachers having finished their training courses for primary teaching (elementary or higher) will now have the possibility of pursuing their studies in higher teacher training colleges or at university as regular students, or by correspondence; curricula for these courses are being worked out. Such students will be entitled to have their years of study, and the examinations passed, taken into account. On recruitment, priority will be given to candidates originating from localities where the shortage of teachers is greatest; departments for teaching by correspondence will be opened in all primary teacher training colleges.

The state provides not only free tuition but also the granting of scholarships for the majority of students in primary teacher training colleges (elementary and higher); those teachers who have finished higher primary teacher training courses have possibilities of pursuing their studies at university; they are exempt from studying certain subjects taken at teacher training colleges. These facilities should ensure that this category of teachers receives a higher quality of education.



*Emergency training programmes.* None exist.

*Recourse to staff without pedagogical training.* Provisionally, and for one year only, contractual staff without pedagogical training have been taken on. They must be holders of at least the secondary school certificate. Prior to commencing teaching, they take appropriate preparatory courses. Their salaries are inferior to those of regular teaching staff.

*Special measures.* (a) There are no foreign teachers in primary schools. (b) Retirement age is uniform for all teachers, whatever the type of school; the number of years service required is lower than for other types of civil servants. (d) In order to improve conditions for teachers, their salaries were raised in 1960. Furthermore, teachers serving in remote areas receive allowances in addition to their salaries, and are given free housing, heating and lighting. An extra allowance is also granted to teachers in charge of mixed classes. Removal costs for the teacher's family to allow them to join him are also reimbursed. (e) Students who wish to train as teachers must complete their military service prior to entry to teacher training colleges.



# BURMA

*From the reply sent by the Ministry of Education*

## CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* It was from 1952 that the shortage of teachers made itself felt in primary education; it is in course of diminution and will have completely disappeared in a few years if the provisions of the educational development plan can be implemented.

*Analysis of the shortage.* Different parts of the country suffer more than others from the shortage.

## CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* It is not the rise in the birth rate nor the introduction, general spread or extension of compulsory education which are the causes of the shortage; the main reason is the sudden expansion in primary education dating from 1952.

*Difficulties in recruiting teachers.* It is not possible to account for the shortage of primary teachers on the grounds of lack of interest in the teaching profession.

## STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* The struggle against the shortage of primary teachers has been taken into account in educational planning.

*Steps to encourage recruitment of teachers.* To encourage the recruitment of candidates for teaching posts, monthly stipends of Kyats. 75 are granted for a period of ten months.

*Emergency training programmes.* Emergency training programmes for teachers, which were stopped in 1953, consisted of 2 months accelerated training, with one year of further training, which entitled them to a qualified teacher's certificate; teachers so trained in these accelerated courses have the right to four increases of salary only and the appointment is made definite only when they have finished the one year further training; on completion of this year of further training those teachers who have received accelerated training are admitted to the permanent cadre of primary teachers.

*Recourse to staff without pedagogical training.* Persons without pedagogical training, to whom recourse has sometimes been had, must be at least 16 years old, have completed seven years education and possess the middle school certificate; there is no in-service training, but the question



of organizing one-year training courses for these types of applicants is being considered. Staff without previous pedagogical training have the right to 4 increments in salary and are granted the status of teacher only after having completed one year's further training; admission to the established teaching staff is possible after the completion of this year of further training.

*Special measures.* (a) No foreign teachers have been called upon. (b) Retirement age is fixed at 55 years and is raised only in certain exceptional cases. (c) It has not been considered necessary to launch appeals to return to women teachers who left the profession on marriage. (d) To raise the status of the profession, it is proposed to increase the minimum educational requirements for candidates from 7 to 9 years prior to admission to teacher training colleges. (e) No necessity has arisen as yet to reduce or defer military service for teachers. (f) One-teacher schools have been used as an economy measure and to facilitate attendance in upper primary classes.

#### INTERNATIONAL ACTION

Burma has not received any assistance from abroad or from international organizations in its struggle against the shortage of primary teachers. It would like assistance from other countries in planning for and introducing compulsory education.



## BYELORUSSIA

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There is no shortage of primary teachers, except as regards qualified foreign language teachers, and teachers of crafts in 5th to 8th classes, but this crisis will be overcome thanks to future intakes of graduates from high schools.

*Analysis of the shortage.* Pedagogical cadres are evenly distributed throughout the whole country. In 1961-1962, there were 6,958 primary schools and 3,006 schools from 7 to 8 years; there were 30,974 teachers for classes 1 to 4, and 31,308 teachers for classes 5 to 7. There are sufficient teachers for the four first years, and in the years 5 to 7 the average ratio is 16 pupils per teacher.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The insufficient number of teachers for certain subjects is due to a rise in the number of children of school age and the conversion, as provided by law, of schools of 7 years to schools of 8 years, as well as to those secondary schools of 10 years to polytechnic schools of 11 years. Furthermore, to improve the teaching of foreign languages, the government has authorised the division of classes into groups, which necessitates a still larger number of teachers for this subject. An insufficient number of such teachers has not had a serious influence on the proper progress of studies since the teaching of all the subjects laid down in the syllabus is assured.

From 1 September 1962 the law introduced compulsory education of 8 years in such a way that in 1961-1962 there were no graduations at the end of the seventh year, all pupils in this class passing to the eight class.

*Difficulties in recruiting teachers.* The teaching profession is both liked and respected; it is the object of general interest and young people enter the profession willingly. In view of the large numbers of applicants, admission to teacher training establishments is by competitive examination, but is also granted on the recommendations of schools, public organisations, kolkhozes and sovkhoses. Steps are being taken to try and win back former qualified teachers who had left the profession.

*Other causes.* Compulsory education of 8 years duration for pupils of from 7 to 15 or 16 years, the conversion of 7 year schools into 8 year schools and the implementation on a large scale of polytechnic education have necessitated a rise in teacher strength for the 5th to 8th year, especially as regards the polytechnic cycle.



The government and public education authorities have taken steps to improve the training, in teacher training colleges, of teachers for the 5th to the 8th years. By decree, teachers are required to give a minimum of 18 hours of lessons per week, and are authorised, in certain cases, to increase this number to 26 hours. The appointment of teachers required to give less than 18 hours is authorised only with the assent of the regional public education authorities.

If the dimensions of classrooms are too small to accommodate the prescribed number of pupils (maximum 40) the splitting of classes is authorised.

To comply with the law on compulsory education and the better to serve the needs of the people, schools with reduced strengths have been set up in small localities. These schools having 21-30 pupils for the first 4 years are authorised to employ two teachers, but if there is only one, he will receive an increase in salary of 50% (for 36 hours teaching).

#### STEPS TAKEN TO ELIMINATE THE SHORTAGE

*Planning to combat the shortage.* This struggle is the object of a plan extending until 1980, which takes into account the scheduled rise in pupil strength and the extension of the school network. Each year, pedagogical establishments train about 3,000 young teachers, ready to take over a post. Between 1963 and 1966, higher teacher training colleges alone will train more than 7,000 young teachers, who are at present taking courses from the 1st to the 5th year. Teacher training is charged wholly to the state budget.

*Steps to encourage recruitment of teachers.* Teachers are trained in universities, in 8 higher training colleges, at the institute of physical culture, and in 9 secondary teacher training colleges. Several higher technical and agricultural colleges have faculties for teacher training. A considerable number of teachers from former pedagogical training colleges are authorised to take 3 year correspondence courses from higher teacher training colleges without sitting for an entrance examination. In this manner they can acquire complete higher pedagogical training; 7,450 teachers took these courses this year, and in 1962, 1,292 of them completed their studies. From 1962, entrances to the *ad hoc* section of pedagogical institutes will be more numerous and the regular strength of pedagogical students will rise to around 5,000. Correspondence courses in higher teacher training colleges will also be opened to a larger number of participants. In 1961, the government decided that the holders of certificates from these courses would be admitted without examination to the higher teacher training colleges in order to learn the teaching of subjects which they had taken. Since 1962, teachers trained in secondary teacher training colleges have been admitted without examination to the correspondence courses of the higher teacher training colleges.

*Emergency training programmes.* The increase of compulsory education to 8 years and the extension of the school network and continuation classes, requires a greater number of teachers: the government has authorised the setting up, on a provisional basis, and for 2 or 3 years,



of accelerated training courses of one-year duration; to implement this a number of secondary schools have organised special groups to train primary teachers (1st to 4th year) and educators, in one year. To be admitted for this accelerated training, applicants must have followed secondary school; students who complete the one year course also have the option to enrol in a teacher training college without examination. There are no other accelerated pedagogical training courses, since no necessity for these has arisen. Tuition is free in all these establishments; students receive scholarships and accommodation is free.

*Recourse to staff without pedagogical training.* For practical work in workshops, enterprises, kolkhozes and sovkhozes, calls are made on engineers, agronomists, and technicians; they are paid the same rate as teachers with a similar educational level (higher, incomplete higher, secondary).

Teachers responsible for vocational education follow either correspondence or normal courses without interrupting their principal functions; they thus acquire the pedagogical qualifications necessary for teaching.

*Special measures.* (a) There are no foreign teachers but the education authorities offer posts to persons from other countries who come to Byelorussia. (b) There is no age limit for teaching personnel: those who have been teaching for 25 years or more receive a pension which represents 40% of their basic salary. Teachers may, from the age of 55 for women, and 60 for men, opt for their right to retirement with pension. (c) Teachers, men or women, have the same rights, plus equal pay for equal work. Women teachers who marry have the right, but are not obliged, to quit work. The law provides for paid maternity leave of 56 days before, and 56 days after the birth (if complications arise, or twins are born, the mother is entitled to 70 days leave); furthermore the woman teacher has the option of taking 2 or more months unpaid leave to look after her baby; subsequently, she can take up her work in the same school without detriment to the time counted towards seniority and pension. Any woman teacher who interrupted her pedagogical work on marriage can recommence at any time by presenting her certificates. (d) Considerable attention is paid to the improvement of material conditions for teachers and a special decree was devoted to the privileges and advantages of teaching personnel in primary schools and 7 year schools, compelling local authorities to ensure that teachers enjoyed proper material conditions. In the country, teachers receive a lodging allowance and free heating and lighting; they have the right also to a quarter-hectare of cultivable land, which is non-taxable. As in each year, large sums are set aside by the state for the construction of housing for teachers. In 1962, 10,000 square metres of accommodation were built for the use of teachers, without taking into account the assistance given to teachers who had their own houses built; at the present time, more than one third of teachers in the country have their own houses.

#### INTERNATIONAL ACTION

Byelorussia has received no assistance from abroad in its struggle against the shortage of primary teachers.



## CAMBODIA

*From the reply sent by the Ministry of National Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The considerable shortage of primary teachers was first in evidence in 1948, following national independence; this shortage represents one of the gravest problems in education, and the most difficult to solve; it is not diminishing, since there are still many children lacking education and the financial means available for education are insufficient despite the enormous efforts made in this field. It is not possible yet to determine with any precision when the crisis will be overcome since it is closely linked with the economic evolution of the country.

*Analysis of the shortage.* It is particularly marked as regards women teachers, in remote areas of the country, and for minority groups (Islamic and other Khmers). The number of teachers, which was 4,524 before independence, is at present 12,886. However, to scholarise all children of school age, and taking into account the ratio fixed at 35 pupils per teacher, the need is for 18,667 new teachers.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage of teachers is due to many causes but especially to the progressive generalisation of education following independence. It should be noted that compulsory education is not yet in existence in Cambodia in reality.

*Difficulties in recruiting teachers.* Prior to independence, there was a serious lack of interest in the teaching profession due to insufficient remuneration and a certain number of prejudices. At the present time, the profession is being raised in status following a series of measures taken by the government to raise the prestige and increase the salaries of teachers. Consequently, the number of resignations (C.13%) has notably declined and candidates are now flocking to teacher training colleges.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Educational planning, incorporated in the five year plan (1959-1964) for economic and social development, provides for sufficient recruitment to satisfy teacher requirement in primary education.

*Steps to encourage recruitment of teachers.* Special measures have been taken to promote the recruitment of candidates to teacher training



colleges: resident and non-resident scholarships, commencement and terminal grants, etc.

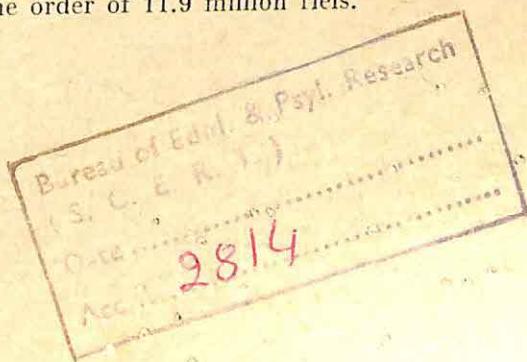
*Recourse to staff without pedagogical training.* On 25 June 1962, 423 teachers without pedagogical training were recruited by examination to teach in remote areas. These teachers, aged at least 18 years, had completed upper secondary school; while in service they will be guided by leaders of school inspection sectors, and primary inspectors; they will receive a salary of 2,000 to 2,300 riels per month depending on the area. Probationary teachers trained at the pedagogical training centre of Kompong-Kuantot and at the national pedagogical institute of Pnom-Penh will receive a salary of 3,820 riels. Possibilities of incorporation to the regular staff for teachers without pedagogical training have not yet been envisaged.

*Special measures.* (a) No recourse has been had to foreign teachers. (b) Retirement age has not been raised. (c) No appeals to return have been made either to retired teachers nor to women teachers who left the profession on marriage. (d) The status of the teaching profession was raised in 1947 by the creation of mandarin teaching cadres (Kram no. 391 NS of 29 December 1947) and in 1958 by the raising of salaries and the granting of scholarships (Kram no. 261 NS of 8 April 1958). (e) No facilities concerning reductions in, or deferments of, military service are envisaged. (f) Among the measures taken to alleviate the shortage of primary teachers, the following are cited: increase in the number of pupils per class (40 to 50); engagement of contractual teachers; engagement of monk teachers; shift system classes. The recruitment of women teachers is encouraged and their number rises each year; special teachers have been engaged for remote areas and various advantages (scholarships, etc) are granted to students from ethnic minority groups in order to channel them to teacher training colleges.

#### INTERNATIONAL ACTION

Thanks to the economic assistance provided by the United States, a pedagogical training centre has been built at Kompong-Kuantot taking 800 trainee-teachers; a similar centre, with assistance from the same quarter, will be built before 1967 at Siemreap taking 1000 trainee-teachers.

From foreign countries or international organisations Cambodia would like to receive the necessary help in building, before 1964, a third pedagogical training centre taking 800 trainee-teachers. An estimate of the credits necessary is of the order of 11.9 million riels.





## CANADA

*From the reply sent by the Canadian Education Association*

### INTRODUCTION

In nearly all Canada, the shortage of primary teachers is a thing of the past or at any rate one which presents no great problems; it is however a serious matter in secondary schools and an acute one in universities. On the primary level, the principal cause for concern is now to improve the qualifications of teachers and the quality of the teaching given and not only to resolve the problem of the shortage of teachers.

Twenty years ago however a serious shortage arose during the second world war and in the ten years following. In 1944 an article in « Trends in Education », the journal of the Canadian Education Association stated: « The difficulty in recruiting qualified teaching personnel overshadows all other problems in education. The situation throughout Canada and Newfoundland is nothing short of critical. Everywhere the demands of the armed services and the lure of higher pay in other occupations have caused an alarming exodus from the ranks of the teaching profession and have made it difficult to find young people who are willing and able to spend time in preparation for teaching positions. »

This report will deal mainly with one typical Canadian province, fairly representative of the country as a whole: Manitoba.

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* While the first column in the table below indicates the number of unqualified teachers and is restricted to primary schools it is clear that before world war two all teachers were qualified but conditions during and after the war made it necessary to employ unqualified persons, and that in spite of a marked increase in the number of pupils during the last few years the supply of qualified teachers markedly improved.

Year	No. of unqualified elementary teachers	Total No. of teachers, both elementary and secondary	Total pupil population, grades 1 to 12 inclusive
1938-39 . . . . .	0	—	137 220
1947-48 . . . . .	758	4 595	120 482
1957-58 . . . . .	247	6 645	169 482
1961-62 . . . . .	57	8 069	—

Through there are still some elementary schools without certificated teachers this condition does not reflect a lack of such teachers but the unwillingness of teachers to accept positions in areas they regard as undesirable. In all provinces, teachers are employed by local authorities and cannot be required to serve in places not to their liking.



About one half of the other provinces of Canada report some remaining shortage of primary school teachers and particularly of those with higher qualifications. Of the remaining provinces most report no shortage, and Ontario, the largest and most populous English-speaking province has now a slight oversupply, although it also had a shortage from 1945 to 1961. The tendency everywhere is at present for any remaining deficiency to grow less.

*Analysis of the shortage.* Only two provinces, one the chief French-speaking province of Quebec, find men in relatively short supply, although the rapid expansion of urban and suburban school systems everywhere has made it difficult to be highly selective in choosing men for principalships and other administrative or supervisory positions. It is difficult to persuade teachers to go to remote areas where living conditions and social and cultural facilities are unattractive. A local deficiency in the amenities of modern life inevitably applies also to teaching services. Three provinces do mention that minority groups (chiefly English-speaking or French-speaking Roman Catholics) are experiencing greater difficulty in recruiting teachers.

#### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* In Manitoba the higher birthrate during and after world war two was a major cause of rapidly increasing primary school enrolment after the war and of the concomitant shortage of qualified teachers — the more so because a low birthrate during the nineteen thirties and the casualties of war limited the number of young adults who might have been available for teaching. In other provinces of Canada also the higher birthrate at the end of world war two is regarded as a major cause of the teacher shortage. Only the far western province of British Columbia reports that the birthrate and the number of primary school pupils are continuing to rise. Elsewhere, there has been a levelling off. A striking example of the effect of the high birthrate is provided by Ontario, where between 1946 and 1961 the population increased 50% and the enrolment in elementary schools by 115.8%, but during the last ten years the rate has been a relatively stable 25 live births per 1 000 population.

Nowhere has there been any prolongation of compulsory schooling which might be regarded as a cause of teacher shortage, although in British Columbia a revision of the school programme provided for a possible extra year. Throughout the country the tendency has been for pupils to remain longer in high school, with the result that elementary school teachers with the necessary qualifications have been encouraged to move into the high schools, and this movement, of course, reduced the number of teachers for the elementary schools.

*Difficulties in recruiting teachers.* Interest in teaching as a career declined chiefly during world war two during which many teachers left for service in the armed forces, or opted for more lucrative employment later on.



To counter this state of affairs, the government of Manitoba introduced in 1959 a comprehensive system of grant support to strengthen teachers' salaries. The fact was also that people were newly-awakened to the importance of education and teachers gained in prestige. Not only are more students willing to go into teaching, but those who choose teaching now include a greater percentage of our better students. Also thanks largely to strong federations of teachers their financial and related positions have improved greatly.

#### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Manitoba is concerned principally with plans to raise the minimum academic and professional training of primary teachers. A further year of training has been introduced and efforts are made to get a larger percentage of better students into the training colleges. In Alberta the minimum period of training for elementary teachers has recently been extended. Better qualified teachers tend to remain in the profession longer and it goes without saying that the increased prestige of the profession will help to make recruitment easier. All provinces report that they are making projections of future needs and planning new training facilities accordingly, even if there is no immediate shortage of teachers in elementary schools.

*Steps to encourage recruitment of teachers.* Each year, high schools have been visited by a recruitment officer who discusses the opportunities in teaching with students of grade 12 and sometimes of grade 11. The training cost of each student in residence is subsidised to the amount of CAN \$ 400 per annum, through reduction in fees and the supply of boarding accommodation at less than cost. There has been a considerable increase in the amounts made available to students through government loans, scholarships and bursaries. In several provinces information booklets on teaching as a career are distributed and a few school boards offer try-out opportunities.

*Emergency training programmes.* Such programmes were conducted in Manitoba from 1943 to 1958. The training consisted of six weeks teacher training for grade 12 students carried out during the summer time. Students so trained were allowed to teach for a maximum of two years after which time they were expected to enter a teacher training college in order to become fully qualified. (The regular course consisted of a minimum of one full year of teacher training beyond grade 12). Some provinces have managed to avoid the use of emergency training programmes or they have been adopted with reluctance and then only temporarily. This type of training is now used only in few provinces and only for secondary school teachers. Nevertheless, teachers trained under these schemes have been given the same status as those trained under the regular schemes.

*Recourse to staff without pedagogical training.* The situation of persons allowed to conduct classes with no preparatory training whatsoever is different. Their salaries are lower and they may be employed only for limited periods and only when no qualified teacher is available. In Manitoba



during the period of shortage graduates of grade 12 might be granted employment on this basis, while following the correspondence courses of the department of education. They were also guided from the start by the local school inspector. In this province the commencing salary of such a teacher was CAN \$ 2 000 per annum, whereas that for a qualified teacher with grade 12 and a year of professional training was CAN \$ 3 000.

In other provinces, similar conditions prevail, although in some cases persons with no more than grade ten standing have been engaged with a salary as low as CAN \$ 1 000 per annum.

Happily, this category of teacher has become comparatively rare in elementary schools; only in remote or less desirable situations are school boards obliged to engage unqualified persons, not for reasons of economy but because they are unable to find qualified candidates.

*Special measures.* (a) Teachers from some other countries are welcomed in Canada. Manitoba receives an estimated 40 or 50 elementary teachers from Britain each year and about 25 from the United States. In general, a teacher who has the equivalent of grade 12 or higher standing and a minimum of one year of teacher training has no difficulty in becoming certificated. Teachers so accepted are equal in status and remuneration to their counterparts. Where provinces have drawn few if any teachers from outside Canada, the two most populous, Quebec and Ontario, have attracted a considerable number. It should be noted that teachers moving from one province to another may be in virtually the same category as teachers from abroad. Thus Quebec reports that for the last four or five years some 400 teachers from outside the province have been accepted as teachers. Ontario grants letters of standing, which become certificates after trial, to teachers from other provinces with acceptable qualifications, from other countries of the British Commonwealth and from the United States. Applicant from other countries are assessed by a committee on their academic qualifications and ability to speak English, and, if accepted, are required to attend a teachers' college for one year. Once certificated, all such teachers have full professional status. They may not, however, receive full credit for teaching experience outside the province when their employing school board sets their initial salary. (b) No change has been made in pension regulations to retain the services of teachers in Canada, although in some provinces a teacher may teach for roughly one month in ten without loss of pension. School boards may, as a rule, give full time employment at their discretion to teachers beyond the ordinary retirement age of 65 years. (c) Married women make up about 40% of the teaching force in Manitoba. Those who had left were strongly urged to accept positions as teachers during the period of shortage, but a few school boards are now making regulations which restrict the hiring of married women. Generally the certificates of those who return to teaching are honoured unconditionally although at least one province has required attendance in some cases at a refresher course in the summer. (d) Salaries have been raised considerably and summer courses organized for teachers in service. Nova Scotia has introduced programmes covering three or four summer sessions to enable teachers to obtain a higher category of certificate. Elementary teachers have ordinarily no university degrees, but may through summer courses continue higher studies. In several provinces,



at least two years of university studies are required as initial qualifications and in all probability this requirement will become more general. e) There is no compulsory military service in Canada. Teachers who served in the armed forces during the second world war have been encouraged to re-enter the teaching profession and school boards counted their years of military service as equivalent to teaching experience in determining salaries.

#### INTERNATIONAL Action

Canada is glad to see the increase in the number of teachers from abroad visiting the country and also to note the same thing as concerns teacher exchange.



## CEYLON

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* As the numbers of teachers teaching only in primary schools is not known, although the number of pupils is, the analysis below is limited purely to primary schools, where both the pupil and teacher figures are known. But it should be noted that only 17 to 18 per cent of the total population is found in these purely primary schools. Teacher requirements in government schools have up to now been one teacher for every 27 pupils. The number of pupils and teachers, and of pupils per teacher in primary schools from 1957 to 1961 has been as follows :

Year	Pupils	Teachers	Pupils per Teacher
1957. . . . .	263,770	7,037	37.48
1958. . . . .	265,762	7,129	37.28
1959. . . . .	271,548	7,544	35.99
1960. . . . .	273,398	7,635	35.81
1961. . . . .	283,623	8,036	35.29

This table indicates that there is a shortage of primary school teachers, and that this has a tendency to decrease as the number of pupils per teacher is decreasing, although very slowly.

*Analysis of the shortage.* No figures are available which would indicate whether the shortage is more marked as regards men or women teachers, whether it is more acute in certain areas or if minority groups are more or less affected.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The number of pupils in primary schools has a tendency to rise. The shortage is not caused by either the rising birthrate nor the introduction, spread or extension of compulsory education.

*Difficulties in recruiting teachers.* Nor is it a lack of interest in the teaching profession which is causing the shortage of teachers, nor an excessive number of resignations or an insufficient number of candidates to teacher training colleges.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* The attention of the national education Commission has been drawn to the question of teacher training for both primary and secondary teachers.



*Steps to encourage recruitment of teachers.* It is not necessary to take any measures as regards this matter; however, certain facilities are planned for candidates to teaching: full pay and a minimum rate as hostel charges.

*Emergency training programmes.* None are planned.

*Recourse to staff without pedagogical training.* To be admitted to teaching, persons without pedagogical training must have the General Certificate of Education in six subjects including arithmetic and first language; in-service training courses are organized for them by circuit-inspectors conducted by experienced teachers of the area. Such teachers are termed uncertificated teachers and remuneration is lower than that of certificated or trained teachers. At the entrance examination to training colleges, preference is given to practising teachers; these may sit for the teachers' certificate examination.

*Special measures.* (a) There are no foreign teachers. (b) Retirement age has not been altered and no appeals to return have been made to retired teachers. (c) Marriage is no bar to teaching and only a very negligible number give up teaching owing to marriage. (d) No steps have been taken to raise the status of the teaching profession. (e) Military service not being compulsory, this question does not apply. (f) Within the last ten years the number of primary teacher training institutes has been greatly increased.

#### INTERNATIONAL ACTION

Ceylon has not received any assistance from abroad nor from international organizations in its struggle against the shortage of primary teachers, but would be glad to receive such assistance. There is an especial need for an expert to train lecturers in training colleges in the most up-to-date methods and materials for teaching in primary classes and to advise the government on the best curricula for these classes.



## CHAD

*From the reply sent by the Ministry of National Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of teachers has always existed; it has a tendency to worsen and the crisis will not be overcome for many years.

*Analysis of the shortage.* The very small number of women teachers is balanced by the equally small number of girls scholarised; the shortage of primary teaching staff is felt mostly in the prefectures of *Chari-Baguirmi*, *Logone*, *Tandjilé*, *Mayo-Kebbi* and *Moyen-Chari*. The other prefectures, less scholarised, have nevertheless supplied less teachers than the former and the requirements in staff in some schools are ensured by staff coming from the south of the country.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage of primary teachers is due only indirectly to the rising birthrate; this follows an ascending curve; however, the shortage springs more from the introduction and generalisation of compulsory education.

There are today 930 teachers in service for 85,000 pupils; since the school population is reckoned at 500,000 boys and girls (from age 6 to 14 or 15), the requirements are for 10,000 teachers.

*Difficulties in recruiting teachers.* The teaching profession is only of interest to holders of the Chad primary certificate whose level is that of the 2nd year of the French middle school (age 11). Holders of certificates having greater value are drawn to better paid employment.

Seven per cent of the total of civil servants, 70 teachers, are at present on secondment as members of the government, of the national assembly, prefectures, sub-prefectures of the institute for higher studies overseas (IHEOM), at the higher study centre in Brazzaville (CES) etc. On independence, Chad drew heavily on the teaching cadres for its civil service. Primary education thus lost nearly all its senior staff members. Annual resignations, of the order of 5 per 1000, have risen to 10 per 1000 from October 1962, or 1%.

A new and heavy loss was noted at the commencement of the school term in October, which will compromise the efforts at scholarisation, since teachers originating from other French-speaking republics are tending more and more to return home to take up permanent posts in their countries.

At the same period in 1961 nearly 250 holders of the Chad primary school certificate applied for employment as contractual monitors. During



the 1961-1962 school year, 130 young people sat for the probationary monitors' certificate (of whom 87 passed) and 11 pupils followed a higher course of studies to attain the grade of deputy-teacher (of whom 10 passed).

*Other causes.* Scholarisation is thus the victim of a vicious circle: in order to train teachers it is necessary to open the necessary schools, and to do this requires teachers. The government has been forced to allow education to be given by contractual monitors (there are 217 in service now) holders of only the Chad primary school certificate in the hope that these apprentice-teachers will seek eventually to raise their general level of education. But the distance of schools in the interior and the difficult communications do not always allow assistance to be given to such teachers, and geographical isolation brings in its train moral isolation. In-service training courses have been organised at Fort-Lamy for them from 23 July to 1 September. Other ministries, in order to Africanise their cadres, recruit numerous staff; they offer prospects which are in general as lucrative as the teaching profession, but more attractive since they are situated in the towns. Here again this provides a considerable competition: between obscure work in the isolated back country and that in the false glitter of the towns, the holders of the Chad primary school certificate prefer the latter.

#### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Such planning is in hand.

*Steps to encourage recruitment of teachers.* All pupils from the 6th class in general education schools, collèges modernes, technical colleges and lycées have scholarships. Accommodation is free and they have clothing supplied by the state; transport to and from the educational establishment is also paid for by the state. In primary schools, school supplies are free and if there is a canteen, meals are free also. The Minister of Education himself has carried out information journeys over the whole territory of the republic; headmasters, primary school inspectors, prefects and sub-prefects all campaign for more teachers.

*Emergency training programmes.* One-year accelerated training courses have existed for probationary monitors, instead of the ordinary two-year course, since 1961-1962. The centre at Bongor will take 150 pupils during 1962-1963. Owing to lack of funds the second centre planned at Fort-Lamy for opening in October 1962 has had to be postponed; it would have accommodated 100 pupils.

The Chad primary school certificate is required before candidates can present themselves for the competitive examination: a terminal certificate is granted on completion of studies. The one-year course gives pupils general pedagogical training and allows them, on graduation, to teach in preparatory schools 1 and 2 as well as in elementary classes 1 and 2 of primary schools.

Candidates for the upper monitors' certificate must have an attestation showing that they have followed school up to and including the 3rd class; one year of pedagogical training prepares them for the certificate of aptitude for teaching.



Finally, for probationary deputy-teachers, the upper primary school certificate is required for candidature to the competitive examination for entry to teacher training courses, where they will receive one year of pedagogical training.

*Recourse to staff without pedagogical training.* Such recruitment is done under a contract system: a) Contractual monitors in category F not holding the Chad primary school certificate were admitted as an exception during 1961 to category F/1a (index 110); the contracts of those who failed the 1961 session for this certificate were terminated. Monitors who do hold this certificate are recruited into category F/1 (index 120). Those who complete one year in the 3rd class are recruited in category F/8.

b) Deputy-teachers under contract and holding the upper primary school certificate are recruited into category D.

c) Contractual teachers holding the baccalaureate are recruited into category C.

Contractual monitors are allowed to teach in preparatory schools 1 and 2. As far as possible, newly certificated teachers are placed in urban areas accessible to advice by headmasters, but the shortage of staff and the senior teachers' dislike for isolated posts means that they are placed in village schools where they are allowed considerable initiative.

Holiday courses are in operation from 23 July to 1 September for contractual monitors for further training or study for the monitors' certificate.

Contractual staff are engaged on a temporary basis, even though their conditions of service are laid down in a collective labour convention. Promotion is ensured by selection or seniority. Each category of the salary scale is divided into ten sub-categories.

After two years' service a contractual monitor can sit for the probationary monitors' examination; if he passes, he is admitted to the civil service cadres and becomes a government employee.

*Special measures.* a) Foreign teaching staff is negligible. b) The necessity has not yet arisen for recalling retired teachers to the service. c) Military service is not compulsory. f) Some teachers are in charge of coeducational one-class schools with 300 pupils. Nearly all schools are coeducational.

In view of the distances which separate villages, the difficulties of communication, and the overpopulation of classes it is not possible to envisage the employment of travelling teachers; travelling pedagogical counsellors, however, can help teachers in isolated areas. The shift system for classes is rarely used.

#### INTERNATIONAL ACTION

The only assistance so far has been supplied by France in the form of finance, secondment of teachers, in supplying staff for general education colleges, and in providing nearly all the staff in secondary education.



Scholarship winners are at present taking two-year courses at Brazzaville and in France; information courses are in operation nearly every year in France lasting three weeks.

All technical assistance will be welcomed. Some countries, Canada and the German Federal Republic among others, have offered their help, but the Chad Republic was unable to ensure for their technical counsellors the living conditions they considered necessary.



## CHINA (REPUBLIC OF)

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* Prior to 1956, there was a shortage of primary teachers; demand equalled supply in 1961 and from the 1962-1963 school year there will be a surplus.

*Analysis of the shortage.* As a general rule, the shortage was more marked in suburban than urban areas.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The rise in the birthrate after the second world war has tended, since 1960, to diminish very slowly. The shortage of primary teachers which existed in the past was not due to the extension of compulsory education or to their poor economic, social or moral conditions.

In the 1961-1962 school year the total of 46,266 primary school teachers was found to be adequate to ensure six-year compulsory education.

*Difficulties in recruiting teachers.* Primary school teachers enjoy high status in society. Also, only 4% of candidates to teacher training schools graduate to teaching, from among the mass of young people who wish to take up a teaching career.

*Other causes.* The past shortage sprang from the fact that, during the Japanese occupation most of the primary teachers were Japanese, and when they returned to Japan, many posts were left vacant. The rate of school attendance of children of school age is 96%.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Planning is in hand as regards future teacher requirements on the one hand and availabilities on the other. In order to raise teacher qualification, three out of ten provincial teacher training colleges have been turned into two-year junior colleges.

*Steps to encourage recruitment of teachers.* All trainee-teachers enjoy free tuition, board and lodging, books, and some «pocket money».

*Emergency training programmes.* Today, all non-certificated teachers (not being graduates from teacher training colleges) teaching in primary schools are required to take a one-year special course at the end of which a teacher's diploma will be awarded to them. They will then be on an equal footing with teachers trained in the ordinary way.



*Recourse to staff without pedagogical training.* Unqualified teachers are no longer employed; special training is given to them to enable them to become qualified teachers. There are certain differences between them and the regular teaching staff as regards status and remuneration.

*Special measures.* (a) There are no foreign teachers in primary education. (b) Teachers who reach retiring age (60) can request a five-year extension of service. Retired teachers will not be re-appointed as teachers of any public schools. (c) It has not been found necessary to appeal to women teachers, who left on marriage, to return to the service; their re-appointment depends on the requirements ruling at the time, or their own personal circumstances. (d) The juridical position of the teacher becomes steadily more secure; salaries have been raised; living conditions have been improved and special steps as regards their welfare have been taken. (e) Teachers can have their military service deferred for three years in order to teach in primary schools.

#### INTERNATIONAL ACTION

The Republic of China has not received any external assistance in its struggle against the shortage of primary teachers, and does not consider that it needs any at the present time.



## COLOMBIA

*From the reply sent by the Ministry of National Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of qualified teachers has been in existence for fifty years, but is now tending to diminish. It can be forecast that if present teacher training plans are implemented, there will be a sufficient number of teachers available in ten years to wipe out the present shortage and to meet increased requirements.

*Analysis of the shortage.* It is mostly men teachers who are lacking in the primary education corps; the shortage is acute in rural areas, especially in some isolated areas, where the climate is hard and salaries are very low.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The rising birthrate is an ever-present factor in Colombia. However, it has been increasing still more over the last thirty years and this has meant an ever-increasing rise in the number of school children. The shortage is due also to the introduction of compulsory education in some areas and to its extension in others. The generalisation of primary education is also a factor contributing to the shortage.

In 1961, there were 44,910 teachers in service, but 22,150 more are needed to meet all the requirements of the school population. Percentage rises in requirements have not been worked out.

*Difficulties in recruiting teachers.* The shortage is due principally to a lack of interest in the profession and to the low salaries offered. These factors cause a loss of 15% in teachers, and reduce the output of teacher training colleges since 80% of trainees leave between the first and the sixth year. Ten per cent of teachers in service resign to seek other employment.

*Other causes.* The great interest shown by parents in their children's education also contributes to the increase in school enrolments and in consequence to the requirements in teachers.

### STEPS TAKEN TO MEET SHORTAGE

*Planning to combat the shortage.* Planning as regards primary education requirements and the means to meet these is in hand, but has not been applied in its entirety. For the next six years, planning as regards teacher requirements is correlated with the building of new classrooms, the reform of syllabuses and the extension of teacher training colleges, the organization of accelerated training courses and further training courses.



*Steps to encourage recruitment of teachers.* Steps envisaged in this respect include the rebuilding of teacher training colleges, the setting up of national seminars, the improvement of schools, alterations in the system of granting scholarships, raising of salaries, and increases in scholarships granted to trainee-teachers in higher education.

*Emergency training programmes.* Accelerated training courses are given in two university establishments. Students who have the baccalaureate are admitted to these courses. They take an intensive ten-month course of a practical and technical nature. They enter education under the same conditions as teachers trained in the regular way, and are given the title of primary teacher. This system has given good results for the past three years, but the number of teachers so trained is very limited.

*Recourse to staff without pedagogical training.* Recourse is sometimes had to staff without any pedagogical training. Entry conditions vary depending on the different counties; in general a third year of secondary education is required prior to admission; candidates must be aged at least 18 and hold certificates of good health and conduct. All unqualified teachers can obtain the regular teaching certificate by taking correspondence courses or by attending the national institute for teacher training (INCADELMA). Teachers taken on without a certificate are placed in a lower category than regular staff, and have the right only to the lowest salary applicable. After having taken the INCADELMA courses they can be admitted to the regular staff and thus the opportunities of rising to higher echelons.

*Special measures.* (a) There are no foreign teachers in official schools, but there are in private schools, especially in those run by religious authorities. The proportion is very small and such teachers are not on the roll of official teachers. (b) Retirement age for teachers (50 years) has not been raised; some retired teachers return to teaching and can be re-admitted to the regular staff, taking into account the category applicable in each case; it is estimated that by using this method it would be possible to recall at least 7,000 teachers. (c) Women teachers who left on marriage can be re-admitted to the same category as they left. (d) Different steps have been taken to raise the status of the teaching profession: increases in salary, scholastic allowances of various types (such as participation by the authorities in the costs of building accommodation, etc), further training courses, selective examinations. (e) As regards military service, trainee-teachers enjoy a deferment until the end of their training; a deferment period of three years should be granted to the teacher when in service.

#### INTERNATIONAL ACTION

Under the four year school building plan for training and further training of teachers, Colombia has received assistance from Unesco, the United States government under Point Four (now the IDA), the OAS (Organization of American States) and Unicef.



To put the plan into execution, Colombia needs the despatch of experts in accelerated teacher training, in the elaboration and selection of textbooks destined to improve the quality of teaching, in the application of the one-teacher school system, in a better use of the resources allocated to primary education, and to organize pedagogical research. Furthermore, direct financial assistance would be welcomed.



## CONGO (Brazzaville)

*From the reply sent by the Ministry of National Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of primary teachers, which came sharply into focus from 1960 (starting point of a big drive towards total scholarisation of children of school age) worsened in 1961 and 1962; it should remain stationary towards 1964 and diminish progressively thereafter. The crisis should be surmounted in 1965-1966.

*Analysis of the shortage.* The shortage of primary teachers is felt in the same proportion among teachers of both sexes; it is affecting more or less all regions of the country, but still more however those under-privileged areas, difficult of access, whose isolation discourages certificated teachers from working there.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage of primary teachers springs from a considerable increase in primary school enrolments. This is due in turn to an increase in the birthrate, and more generally to a rise in school attendance, considerably more assiduous than hitherto, and also to the decentralisation of primary schools, which allowed more extensive scholarisation in rural areas. The increase in enrolments has made itself felt for 7 or 8 years and is tending to curve upwards still more.

Compulsory primary education from 6 to 16 years was legally introduced in September 1961. This will increase still more the development towards total scholarisation.

The extension of compulsory education cannot be invoked as a cause of the shortage; the upper age limit of compulsory primary school remains fixed at 16 years, due to the late entry to school of numerous children (those among them who began school at six years being an exception). However, the six year entry, which will progressively become more general, will obviously raise a problem, that of the continuation of schooling between 13 and 16 years of those pupils who entered at six years and will ordinarily be reaching at 12 or 13 years the end of the scheduled primary education grade of six years.

Primary education has at present 2,400 teachers, in both public and private schools, but there is the need for some 3,500 teachers to achieve total scholarisation in the present demographic situation.

*Difficulties in recruiting teachers.* The precarious conditions offered in rural posts and the lack of housing, for State employees in particular, raise little enthusiasm among the better elements whose recruitment is desired; salary scales for teaching staff, in comparison with those of other



State employees, also discourage candidates to the profession. Resignations are rare, however.

The rise in the numbers of applicants to enter teacher training colleges or for entrance examinations thereof does not correspond with either actual or future requirements.

*Other causes.* The necessity of providing, at the same time, for the recruitment of staff for other scholastic establishments constitutes a serious problem. It is inevitable that the training for the career of college or lycée teacher captivates and draws off the best young teachers, who were initially destined for primary education.

#### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* A statistical and planning department has recently been set up in the Ministry of National Education. One of its principal tasks will be to study teacher requirements and the steps necessary to satisfy these.

*Steps to encourage recruitment of teachers.* The recent opening of general education schools in prefectures and main sub-prefectures should allow in the very near future (from 1963) the training for teaching posts of numerous students holding the lower certificate or having received lower secondary education and who could not generally follow upper secondary education.

*Emergency training programmes.* The setting up in October 1961 of a one year course for professional training comprising 120 places reserved exclusively for the training of certificated primary teachers should relieve the situation. Training is in two levels (deputy teachers and senior monitors). This considerable effort, together with that of the teacher training colleges, should meet annual needs in new teachers, and even make good progressively the shortage of certificated staff.

*Recourse to staff without pedagogical training.* The deficit in teaching personnel has been made good since 1960 by the recruitment, on a provisional basis, of teachers without pedagogical training, specifically as « contractual monitors ». Such monitors are selected on qualifications from among applicants having had at least two years secondary school and by examination for applicants holding only the primary school certificate. Applicants must be aged 18 years or more; in service, such monitors are subject to continual pedagogical supervision by superiors responsible for their training and are required to take an annual accelerated probationary training course, specifically designed for them. These contract teachers, employed on a purely temporary basis, are subject to rules laid down in a collective labour agreement. Their salary is equivalent to that of a probationary monitor (established first grade in the national education cadres).

After two years service in these circumstances they can become established in the national education cadres as monitors, on the recommendation of the Minister. Account is taken of the average gained in the accelerated probationary training course, and a favourable report,



after inspection, is required. Established contractual monitors are appointed first class monitors, the two years served counting as probation.

*Special measures.* (a) In principle, there are no foreigners in the primary education staff; however, 35 French teachers have remained in service teaching principally in the 3 urban primary schools at Brazzaville and Pointe Noire where the majority of the school population is European (schools in administrative and commercial districts): these teachers are seconded from French cadres, and are engaged as staff under the technical assistance plan. (b) Retirement age remains unchanged and teachers in retirement have not been taken back. (c) No appeals to return have been made to women teachers who left the profession on marriage. (d) The rules governing teacher training have undergone some modifications in that there has been some simplification of examinations for entry to cadres immediately above without being in possession of the required certificate, a greater emphasis being placed on technical qualifications acquired during practice. Considerable efforts are being made, on the material plane, to improve housing conditions and the settlement of rural teachers. (e) Military service is not compulsory. (f) The pedagogical section of the Ministry's teaching department ensures the training of teachers by correspondence for professional examinations; a pedagogical library and a permanent documentation service are available to staff; furthermore, weekly radio courses (30 minutes four times weekly) broadcast for teachers in isolated areas items on pedagogical theory and model lessons adapted for local teaching conditions; finally, a pedagogical bulletin is sent free of charge to each primary school.

#### INTERNATIONAL ACTION

No international assistance has been received in the struggle against the shortage of primary teachers. Assistance from abroad is not indispensable but material assistance (building of classes, school furniture, etc) would allow considerable improvement in the quality of the teaching given. Local budgets would thus be re-orientated towards the improvement of professional training and a raising of the status of the teaching profession.



# COSTA RICA

*From the reply sent by the Ministry of Education*

## CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There is a shortage of qualified teachers, especially in rural areas. It should be noted however that no school has had to be closed owing to a lack of teachers, since if this threatens calls are made on young people who have for the most part terminated secondary education. The shortage of qualified teachers is tending to diminish; it is estimated that the problem will be overcome in 1970.

*Analysis of the shortage.* The shortage is felt among men rather than among women teachers and in all rural areas. In 1961, there were 7,674 primary teachers (including class teachers, specialised teachers, head and assistant masters). In 1962, the number had risen to 8,462.

It is difficult to estimate the number of teachers needed to scholarise the entire primary school age population; some 35,000 children do not attend school and some schools are incomplete. A better system of distribution of teachers and pupils would help to reduce the imbalance. Some 1,500 certificated teachers are lacking and of this number 800 are training for their certificates. Total scholarisation requirements would mean a 9% rise in output from teacher training establishments.

## CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The population rise in Costa Rica is one of the steepest; the increase in population was 4.4% at the beginning of 1961, the birthrate 50.4% per 1000 and the mortality rate 7.9 per 1000. The population has shown a marked upward rise over the last ten years, and is tending to rise still more steeply.

Since 1869, education is free and compulsory education is becoming more general each year.

*Difficulties in recruiting teachers.* It is necessary to improve the economic conditions of trainees in teacher training establishments, the salaries of teachers and to improve living conditions in rural areas. The number of candidates to teacher training colleges rises each year, but in rural areas the proportion is still too small.

## STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* A five year plan takes care of teacher requirements.



*Steps to encourage recruitment of teachers.* Scholarships have been introduced, and their number rises each year. Information drives on the teaching profession are undertaken in rural areas; cooperative efforts are undertaken jointly with the communes to help future students and the teacher training establishments have been improved.

*Recourse to staff without pedagogical training.* When the number of candidates allows it, a requirement is made that persons who offer their services but who have no pedagogical training should have completed secondary education. Uncertificated teachers follow courses laid down by the institute for the professional training of teachers, their studies being spread over a period of seven years and bearing mostly on pedagogical subjects. There is little difference between the two types of training, as also between the two types of certificate granted on termination. Salaries and status of teachers trained by the institute and those trained the ordinary way are the same and they can be admitted to the regular teaching staff.

*Special measures.* (a) There are no foreign teachers. (b) Retirement age has not been raised. (c) Women teachers who left on marriage can re-enter at any time convenient to them. (d) In 1957, salaries were raised. (e) No special facilities as regards military service for teachers are envisaged. (f) The number of pupils per teacher has been raised from 35 to 40; alternate classes are arranged and a plan for setting up one-teacher schools has been developed.

#### INTERNATIONAL ACTION

Costa Rica has received considerable assistance from the Agency for International Development in the field of education.



## CYPRUS

*From the reply sent by the Office of Greek Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There are insufficient teachers in primary education; this shortage, which has been felt since 1940, is now tending to diminish.

*Analysis of the shortage.* The shortage is most marked insofar as women teachers are concerned, and is also to be noted in certain regions. There are at this time 2,000 teachers in primary schools but the extra number required to provide schooling for the whole population of children (not including infants) is 100.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* One of the principal causes of the shortage of primary school teachers is the rise in the birth rate, in evidence since 1878; compulsory education was introduced this year, and in 15 schools attendance has been prolonged from 6 to 8 years, but further extension of this scheme would necessitate a 20% rise in teacher strength.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* No special steps are required to encourage the recruitment of future primary teachers in view of the large number of applicants each year from which the necessary selection is made.

*Special measures.* (b) retirement age has been put back to 60 for men, whereas that for women has been maintained at 55; (c) women teachers, who resigned on marriage are authorized to re-enter the profession if they are aged 55 or less and can be re-integrated to the permanent staff if their service is satisfactory; (d) a rise in salary was granted last year and the salary scale of women teachers has now reached the same level as that for men. The salary scale is now from £C372 to £C702; in addition, there is a cost of living allowance amounting at present to 20% of the salary, and a number of duty allowances, such as head allowances of £C180 and £C96, allowances for special qualifications etc; (e) there is no military service in Cyprus.

### INTERNATIONAL ACTION

No foreign or international assistance is required at present for meeting the difficulties arising from the shortage of primary teaching staff.



# CZECHOSLOVAKIA

*From the reply sent by the Ministry of Education and Culture*

## CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There is a temporary shortage of specialised teachers of certain subjects in classes 6 to 9 in the nine year school. This shortage became marked from the 1961-1962 school year due to the extension of compulsory education to nine years; it now has a tendency to diminish and should in all probability be overcome from 1965.

*Analysis of the shortage.* The shortage is most marked as regards men teachers; and in Slovakia as well as in some frontier areas. It does not affect national minority groups.

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## CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage became evident at the time of the extension of compulsory education, planned by the decree of 15 December 1960. This transition to a nine year period has been carried out starting from the 1959-1960 school year; one third approximately of the pupils leaving the 8th class pursued their studies voluntarily in the 9th. From 1 September 1961, the nine year education period became compulsory and teacher requirements rose 4% approximately for each of the three years of the transition period.

## STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Teacher requirements are the subject of planning.

*Steps to encourage recruitment of teachers.* The recruitment of trainees for pedagogical institutes is carried out each year among students from the final classes of general secondary schools (three year secondary schools where students having passed the ninth class are received). Pedagogical trainees are granted scholarships under similar conditions to those granted to trainees to other higher training establishments; generous living-in allowances are granted.

*Recourse to staff without pedagogical training.* It is only rarely that posts are given to persons having finished general secondary education without having received any special pedagogical training. These untrained teachers are immediately registered at a higher pedagogical training establishment to follow correspondence courses. As untrained teachers, their salaries are inferior to those paid to trained teachers.



*Special measures.* (b) Teachers in good physical health, particularly the specialists for classes 6 to 9, are allowed to remain in service after the retiring age of 60 years. (c) Women teachers remain in service after their marriage, leaving the service only rarely (after the prescribed six-months maternity leave); however, in the latter case, they can be re-admitted to the regular teaching staff, without prejudice to their previous position. (e) In order to reduce any predominance of women teachers, military service for trainee teachers has been reduced in duration.

#### INTERNATIONAL ACTION

No assistance has been received from abroad in the struggle against the shortage of primary teachers and none is required.



## DAHOMÉY

*From the reply sent by the Ministry of National Education  
and Culture*

The country has no shortage of primary teachers, since for 1,218 classes for public education there are 1500 teachers, and for the 802 classes for private education there are 1022. This excess of teachers is more apparent than real however since a number of teachers are seconded to the civil service, and, due to the large amount of maternity leave granted to women teachers, these are surplus to requirements in the bigger schools.

A considerable difference exists between the north and south of the country, the surplus of teachers being more marked in the centre and south.

*Difficulties in recruiting teachers.* Over the last few years, about 170 classes for public education were opened annually, which constitute a minimum for the normal development of education. But, since teacher training colleges can only train some 80 teachers, another 90 without pedagogical training must be recruited each year. For budgetary reasons, it has not been possible to open the two extra teacher training colleges necessary.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Planning is in hand as regards the means to satisfy requirements in qualified teachers and this schedules the building of a higher teacher training college capable of training in several years 30 baccalaureate teachers per year. In 1963, the sixth form in teacher training colleges will be closed, and forms 5, 4 and 3 successively in 1964, 1965, and 1966, so that at this last date the two teacher training colleges will produce each year 280 teachers with the primary grade certificate.

Pupils from forms 6 to 3, taken out of teacher training colleges, will be put in continuation courses which are opening at the rate of two per year, such courses having been opened four years ago.

This plan is linked to the scheduled development of primary education, especially the setting up of a short course (4 years) directed towards agricultural training.

*Recourse to staff without pedagogical training.* Young teachers without pedagogical training are recruited from among holders of the elementary and primary certificates; some have obtained only 8/20ths of the marks required in the examinations mentioned above.

Their number diminishes each year, and for a long time no recruitment at the primary level has taken place.

Pedagogical counsellors are drawn each year from among the best headmasters to guide these unqualified teachers, but it is very difficult



for them, if not impossible, to guide young teachers who are sent to isolated schools. Correspondence courses were envisaged, but it has not been possible to go ahead with these, principally because of the delays in postal services to remote areas.

There is no difference in status and salary at the beginning between unqualified and qualified regular staff. Teachers who have not followed teacher training courses can present themselves for professional examinations at a later date, either for the certificate of pedagogical aptitude (for teachers) or the elementary certificate of pedagogical aptitude (for deputy teachers).

*Special measures.* (a) Some women teachers of French nationality are still in service in larger towns, but their number is very small (7 out of 1500); they are paid by French technical assistance. (b) For financial reasons and with only rare exceptions, the government has decided to place in retirement all civil servants with 30 years effective service. (d) A new status for the teaching profession is being prepared; it will not, however, improve the present situation of teachers.

#### INTERNATIONAL ACTION

Two French experts (from the social and economic development study group of the national pedagogical institute in Paris) were called to Dahomey by its government to study educational planning in relation to the development of the country. Their survey is now complete and its recommendations will be implemented as from the opening of the school year in October 1962.



## DENMARK

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There is a growing demand for primary school teachers, and a considerable shortage of teachers has, therefore, existed for several years. It began to make itself felt about 1949-1950, and has increased gradually since then. The positions vacant were about 1000 in 1953, 2400 in 1957, 3000 in 1960 and about 4500 at the end of 1961. After the introduction of the latest measures, the number of vacant posts was reduced to about 2000, on 1 October 1962. It is not possible to predict in what year the crisis will be overcome.

*Analysis of the shortage.* The shortage affects men and women teaching staff in the same proportions. It is more marked in rural areas; on 1 October 1962, there were 814 vacant posts in urban areas, but 1216 in rural areas. Only the German minority in southern Jutland have their primary schools, but the teacher shortage in these is as serious as in other primary schools.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The increase since 1950 of the numbers of children attending primary schools has caused an increased demand for teachers, but the number of enrolments is now tending to decrease. There has been no extension of compulsory education.

*Difficulties in recruiting teachers.* The shortage is not due to lack of interest in the teaching profession.

*Other causes.* Reorganization and development of the municipal schools in rural districts; decrease of the compulsory working hours of teachers from 36 to 32 a week; opening of new 8th. and 9th. year classes and «real» classes under the Primary school act of 1958; setting up of specialized teaching for children afflicted with deficiencies of intelligence, sight, hearing, speaking or reading ability.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* The increasing demand for teachers in primary schools will be remedied by development of the existing teacher training colleges; possibly some new ones will be erected.

*Steps to encourage recruitment of teachers.* Through the establishment of the «government fund for youth education» possibilities of giving increased aid to various groups under education, among these students for teacher examination, have been created.



*Emergency training programmes.* No such programmes exist. Those who have passed "*studentereksamen*" (baccalaureate) need 3 years for qualifying as teachers; otherwise teacher training takes 4 years.

*Recourse to staff without pedagogical training.* Pupils of teacher training colleges can work as supply teachers in vacant posts, for up to five months. On 1 February 1961, about 900 vacant posts were taken care of by teacher training college pupils. Persons with specialised education in a certain field can work as special teachers in certain subjects such as domestic economy, needlework and carpentry, even if they have not passed teacher examination. These teachers are remunerated according to special tariffs. Teacher training college pupils and the specialized teachers mentioned above cannot be appointed ordinary primary school teachers until they have passed teacher examination.

*Special measures.* (a) There are no foreigners in the primary education teaching corps. (b) Retirement age has not been altered, but many retired teachers teach in primary schools as substitutes. (c) No appeals to return have been made to women teachers who left the profession on marriage. (d) The Act on the remuneration of teachers of 1958 increased pay rates in several respects. (e) The question has been considered, but giving a single group of the population a privilege as to compulsory military service has not been thought advisable; apart from this consideration, the number of teachers called up for military service every year is small. (f) As a measure for relieving the teacher shortage an increase in the output from teacher training colleges has been brought about. The annual output rose from 968 in 1953 to 1800 in 1961 and 2095 in 1962. The 1963 output will amount to about 2200. Various other steps have been taken to relieve the acute teacher shortage. The ministry of education has sent an urgent appeal to local school authorities, where teaching hours considerably exceed the legal minimum requirements, to diminish the number of teaching hours. Furthermore, the local school authorities have been asked not to fill vacant or recently established teacher posts, but to try to make the existing teacher staff do overtime service instead. The government now refunds 85% of the expenditure of all teaching hours, including remuneration of specialised teachers and overtime lessons, to the local school authorities. Pursuant to an Act dated 1 March 1962, the ministry has decided to restrict the number of new posts under local school authorities. A reduction of the maximum number of pupils in each class from 30 to 29 has already been decided upon but will not be carried out until 1 January 1968. Furthermore, parents cannot until the 1967-1968 school year demand the effective application of "subject-divided teaching" in the "real" classes, unless the number of pupils of the class in question exceeds 30.



## ECUADOR

*From the reply sent by the Ministry of Public Education*

### INTRODUCTION

During the colonial era, there were no teacher training facilities, since education was the responsibility of the Church. Until the Republic was proclaimed in 1830, education was a privilege reserved for rich families and the nobility. Since then, governments have striven to find a solution to the problem by opening schools. However, it was only in 1900 that the first teacher training colleges were set up and it is only since 1905 that the country could count on personnel specially trained for teaching.

Some 9,000 teachers have been trained in teacher training colleges since their inception; during the last five years an average of 755 teachers has been trained annually.

In 1930, any persons having middle school education who wished to enter the profession were awarded a certificate of aptitude providing they continued their teacher training with a view to obtaining a certificate (lower category) entitling them to teach. In 1935 the first rural teacher training colleges were set up with a view to increasing the output of certificated rural teachers. At present, persons without previous training are no longer admitted to teaching and plans are in hand to increase the number of enrolments to teacher training colleges by admitting pupils who have terminated their third year of secondary school who will attend teacher training college for three years.

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* In 1960, the population of school age (from 7 to 14 years) was 977,000 of which 596,000 were enrolled in schools. These were in the charge of 14,595 teachers, comprising 81 certificated secondary school teachers, 3,332 teachers from urban teacher training colleges, 964 teachers from rural teacher training colleges, 2,426 bachelors in modern letters, 3,905 teachers holding 3rd., 2nd., or 1st. class certificates, 33 teachers holding a physical education certificate, 618 teachers holding a special certificate (in music, painting, needlework, etc), and 3,236 teachers holding no certificate. In brief, there were 4,410 teachers especially trained for teaching, 3,144 teachers holding certificates other than for teaching and 6,741 teachers without training on the secondary level.

The current shortage is of 4,100 teachers to fill vacant posts and there are 9,885 teachers in service who need further training.

The shortage of teachers is tending to diminish, although very slowly, as the number of graduates from teacher training colleges shows over the period 1951 to 1961: 298 in 1951, 494 in 1955, 808 in 1960 and 870 in 1961.



In conformity with the plan for the training and further training of teaching personnel, it is hoped, between now and 1970 to meet all requirements by accelerated training of teachers in service who do not hold teaching certificates, and an increase in the number of trainees in teacher training colleges.

*Analysis of the shortage.* Until recently, the number of men teachers was greater than the number of women teachers, but today the primary teaching corps has more women than men: 4,880 men and 9,315 women, the latter being responsible for junior classes for boys. The shortage is more or less equally marked for both sexes.

The majority of certificated teachers tend to take posts in towns, which offer better living conditions, so much so that rural schools far from towns, generally in the coastal provinces, are given to unqualified teachers.

#### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage has become still more marked with the increase in the birthrate (2.8% per year) and the lack of economic resources.

Also, in view of the interest which education arouses among the working classes, each little locality demands own its school, and, at the same time, schools in the towns are unable to accommodate all the children who desire to be enrolled, demand outstripping the resources of the schools which the government is able to build. The length of primary education remains fixed at six years.

*Other causes.* The limited capacity of teacher training colleges, who should be able to take a larger number of trainees; insufficient financial help for trainees at teacher training colleges; a defective appointments system; the inability to adapt to the realities of the situation, especially in rural communities; and the lack of practical guidance which would allow better results in the economic, social and cultural fields, are all causes of the shortage of primary teachers.

#### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Planning is in hand which takes account of the modifications necessary in the organization, administration and scope of educational services as well as suggestions tending to improve the quality of teaching in teacher training colleges.

The principal characteristics of this planning are: integration of the teacher training system with educational planning on a national scale; centralization of the administration, coordination and orientation of education; operational decentralization of establishments having regard to their aims and characteristics; internal coordination of educational services and functions by the setting up of a training and further training section for teachers and of a consultative and coordinative council for teacher training, together with other levels and educational services, and, in general, with the overall development plan for education. It is also



planned to set up a national institute for further training and pedagogical research for the training and further training of teaching staff; the extension of regular training services for primary teachers, further training of uncertificated teachers in service, training and further training of administrators and inspectors of primary teaching, the orientation of experimental primary schools; training of staff for pre-school teaching; the transformation of traditional teacher training centres into establishments open to the social and cultural requirements of their particular zone of influence.

It is also planned to lengthen the duration of teacher training courses, and to give these colleges better staff and better equipment and to accord better social and economic conditions to trainee-teachers; the orientation of the educational system towards an extension of primary education over the next five and ten years; the adaptation of syllabuses and curricula in teacher training colleges for the type of primary education which the country requires; the introduction of more flexibility in the educational system, taking into account future economic, social and educational conditions, etc.

*Steps to encourage recruitment of teachers.* Uncertificated teachers in service now have opportunities to take courses in teacher training establishments with a view to obtaining their certificates. Scholarships have been instituted for students having poor economic resources.

*Emergency training programmes.* None exist.

*Recourse to staff without pedagogical training.* Article 88 of the organic law on education states that "in order to be able to teach, the candidate must be aged at least 18, fulfil certain legal requirements, be free from any contagious disease and from physical defects barring him from teaching, and be of good character".

For its part, the statute governing national teaching staff recognizes the validity of the following certificates which give the right to teach: doctor, licentiate or bachelor of educational sciences; pupil of teacher training college; non-specialised bachelor of education; pupil of a rural teacher training college; teacher of first, second or third class. This order of priority is used for appointing staff.

Staff without pedagogical training must take temporary training courses designed for teachers in service.

Salaries correspond to the different categories of teachers with a differential of 10% between each category. To pass into a higher category, a higher certificate or four years service is necessary besides passing oral and written examinations showing the degree of professional knowledge attained, or again to have followed in-service training courses.

*Special measures.* (a) There are no foreign teachers in national schools, except in a small number of schools called *fiscomisionales*, which are found in the area of the east central great forests. (b) The law dealing with salaries of teaching personnel stipulates a retirement age of 60 years, with the entitlement to pension. (c) Women teachers rarely leave teaching on marriage; those who do leave return shortly after and, as provided for in the regulations, can take up their appointments as before.



(d) Until 1944, salaries of teaching staff were fixed on an arbitrary basis and were very low. As provided for in the law dealing with salaries of teaching personnel, salaries have been raised and can be still further increased depending on professional qualifications and years of service. Since 1944, reforms to improve living conditions for teachers have been introduced. They can claim the right to pension after thirty years service; the pension rises gradually, and can reach 100% of salary after 40 years service. A teacher who resigns is guaranteed by law a sum proportionate to his years of service and the salary drawn during service. (e) Trainee-teachers are authorised to terminate their studies before being required to fulfil their obligations as to military service, since otherwise this generally coincided with their period of study. (f) The number of pupils per teacher has been raised until classes are filled to capacity, boys and girls schools have been amalgamated, the shift system has been introduced, especially in urban schools, to allow the functioning of two schools in the same area. There are also, in large towns, some evening schools which have the same teachers as the day schools; their teachers receive a supplementary allowance. Finally, article 14 of the law on teachers' salaries lays down that "teachers working in the eastern zones of frontier provinces, in the Colon archipelago, and in unhealthy areas receive a supplementary allowance fixed by the Minister on the advice of the national education council".

#### INTERNATIONAL ACTION

Ecuador has not received any international assistance in its struggle against the shortage of teachers. There is a need at the present time for credits to finance the "plan for the re-orientation of the system of training teachers" assessed at 110,884,500 sucres for the next five years. Furthermore, economic assistance and technical cooperation of international organizations is necessary for the operation of the national institute for further training and pedagogical experimentation. From a technical point of view, it would be necessary to bring in specialists for the most important chairs, such as pedagogy, didactics, administration and school inspection.



## EL SALVADOR

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There has been a shortage of primary teachers for some time without being able to state when this commenced; it has a tendency to diminish and within ten years the crisis will have been overcome.

*Analysis of the shortage.* The shortage does not have the same proportions as regards men and women teachers; it is more or less the same over the whole country; there are no minority groups. There are at present 8,966 teachers in primary education but an increase of 75% (some 6,700 teachers) could be needed to provide schooling for all children.

### CAUSES OF THE SHORTAGE

*Difficulties in recruiting teachers.* A big effort is being made to improve the salaries of teaching staff.

*Other causes.* The lack of a sense of vocation of some teachers and the desire to undertake studies of a different nature causes a certain loss rate in the teaching corps.

### STEPS TO MEET THE SHORTAGE

*Planning to combat the shortage.* Planning to combat the shortage has been put in hand.

*Steps to encourage recruitment of teachers.* No special measures have been taken to encourage recruitment to teacher training colleges; a free hostel is attached to public teacher training colleges.

*Emergency training programmes.* There are no systematic accelerated training courses, but some short courses have been arranged as an emergency measure which do not confer a certificate on termination. Teachers so trained are not included in the normal scale of salaries of the regular teaching corps and are in consequence less well paid (145 colons per month — US\$ 58); after four years service such teachers are placed in category 4 (degree C) and receive 175 colons per month (US\$ 70).

*Recourse to staff without pedagogical training.* Here also it is only as an exceptional measure that staff without pedagogical training are recruited, on condition that they have completed the third school grade, be aged 21, can show good moral references and have successfully completed the short courses referred to under emergency training above. While in service, training is given by education authorities by means of circulars, and



counsels by school inspectors, Questions affecting salary and admittance to the regular teaching staff are resolved in the same way as for teachers trained under the emergency schemes above.

*Special measures.* (a) There are no foreigners in the primary teaching corps. (b) Retirement age has not been raised and retired teachers have not been recalled. (c) No appeals to return have been made to women teachers who left the profession on marriage. (d) Several steps have been taken to raise the status of the profession (special medical and hospital treatment rates for teachers, 60 days maternity leave, scholarships for higher studies, funeral expenses, merit medals, etc). (e) Teachers are entirely exempt from military service. (f) In 1957, shift system classes were adopted to allow twice the number of pupils to attend the first three primary classes.

#### INTERNATIONAL ACTION

Scholarships have been granted by the Agency for International Development, Unesco and the Organisation of American States in collaboration with the government of El Salvador.

External assistance is desired, especially for school buildings, increase in size of teacher training establishments, supply of school equipment and furniture.



## ETHIOPIA

*From the reply sent by the Ministry of Education and Fine Arts*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There has been a shortage of primary school teachers for a long time, and this is tending to become more acute. Despite the existence of several projects, it is not possible to predict when the crisis will be overcome.

*Analysis of the shortage.* It is especially noticeable among women teachers who only represent 11% of the teaching profession; it is still more marked in isolated rural schools in the provinces than in the capital. There are at this time 6,000 primary school teachers, but if education were to be made compulsory for all children of school age, it would need 70,000.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* Current statistics do not indicate that the shortage of primary school teachers is due to increases in the number of births. The proportion of children of primary school age attending school being small, the shortage comes from the spread of compulsory education; furthermore, primary education had been extended in 1950 from 6 to 8 years, and this resulted in an increased demand for teachers of about 5%.

*Difficulties of recruitment of teachers.* Numerous teachers holding diplomas from teacher training colleges find that they are being offered posts in the civil service; these posts have a considerable attraction for them since they are often better paid than teaching, and allow them to live in the capital.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* A planning activity has been started and the Ministry is awaiting the arrival of a planning expert from Unesco. The problem of teaching personnel constitutes a part of the general planning for the development of education in Ethiopia.

*Steps to encourage recruitment of teachers.* In order to encourage recruitment of candidates, some teacher training colleges provide living-in facilities.

*Emergency training programmes.* Intensive summer courses are arranged for those teachers who have not had professional training.



*Recourse to staff without pedagogical training.* Teachers in this category are expected to stay in the profession for at least 3 years. In view of the high proportion of teachers without pedagogical training, voluntary holiday courses are organised for them each year in the provinces. Teachers in this category have thus the opportunity to improve both their pedagogical knowledge in general and their specialised knowledge in the different branches of education. Salary varies considerably depending on the different types of training received.

*Special measures.* (a) all official primary schools have Ethiopian staff; (b) there is no fixed retirement age, many teachers being beyond the normal retiring age. The question of retirement is being studied along with other questions regarding civil servants' employment conditions; (c) no appeals to return have been made to women teachers who left teaching on marriage; (d) steps destined to improve the status of the teacher have been discussed but have not materialised for economic reasons; (e) no reductions or modifications in military service are envisaged; (f) the ratio of pupils to teachers being already too high, consideration is being given to other steps to alleviate the shortage of primary teachers, such as correspondence and radio courses and the opening of provincial teacher training colleges, whose graduates would not be allowed to take assignments elsewhere.

#### INTERNATIONAL ACTION

Unesco sent a few experts in teacher training. Financial aid from foreign countries and international organizations is very necessary in order to solve the teacher problem on the primary level, as well as other problems concerning the development of education in Ethiopia.



## FINLAND

*From the reply sent by the General Directorate of Schools*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of primary teachers has been in evidence since the war (1940); it was in 1953 that the shortage was most acute; it now has a tendency to diminish. It is expected that the crisis will be overcome in about two years.

*Analysis of the shortage.* The shortage has been most serious as regards men teachers, and most acute in poor areas of the country where teachers do not receive any special increment.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The principal reason for the shortage was the post-war increase in the birthrate, which reached its peak in 1947; since then it decreased, but is now tending to rise again. The shortage also springs from the fact that since 1947 compulsory education was extended by one year, giving rise to increased teacher demand of about 2%, and making the shortage about 15%.

### STEPS TAKEN TO MEET THE SHORTAGE

*Steps to encourage recruitment of teachers.* Such steps are not needed.

*Emergency training programmes.* Emergency training was used; the same previous educational training was required, and the length of the courses was the same as that on the ordinary training courses, but with the same possibilities of taking parts of the courses separately in the form of independent studies. Therefore, the time spent in teacher training institutes was shorter than on the ordinary courses. There is no difference in status or remuneration between emergency trained staff and the regular staff and their possibilities of admission to the regular staff cadres are the same.

*Special measures.* (a) There are no foreigners in the primary teaching corps. (b) Retirement age has not been raised and no retired teachers have been called upon to return to the service, nor women teachers who had left on marriage. (d) There has been a tendency to increase salaries. (e) No reductions or deferments in military service are planned for teachers.

### INTERNATIONAL ACTION

Finland has not received any external assistance in its struggle against the shortage of primary teachers, and has no wish to receive any.



## FRANCE

*From the reply sent by the Ministry of National Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The gap observed between the requirements of primary schools and the number of teachers available reflects a shortage of this category of teaching personnel. This became apparent about 1952-1953. It appears to have a slight tendency to decrease, and may disappear almost entirely by 1969-1970; the new rise in the school population forecast to begin as from this date should be compensated by a parallel rise in the number of teachers for similar reasons. It is very difficult, at the present stage of education in France, to make other than provisional estimates. In fact, the influx of teachers repatriated from Algeria, which will not, it seems, be compensated by a corresponding number of secondments to that country, will allow France in all probability to overcome this shortage, at least in the majority of cases.

*Analysis of the shortage.* The shortage of teaching staff in primary grades is more marked among men teachers than women; the latter have still only few possibilities of entering more-highly paid professions but find some appreciable advantages in teaching (hours of work, days off, long holidays, a clean job) and an activity which appeals profoundly to their nature (education of children). The importance of the shortage varies also in different parts of the country. It is especially marked in industrial *départements* which are heavily over-populated, and in certain so-called "underprivileged" *départements* where difficult conditions (climate, difficulties of access and movement, poor economy, bad housing) discourage young students from embarking on a teaching career.

There are no problems connected with minority groups in France. On the other hand, the shifts of population which follow the industrial development of certain towns and certain areas, the construction of big housing complexes on the outskirts of towns, or the undertaking of large-scale building works requiring the installation on site, often for several months, of directors, office staff and labourers accompanied by their families, give rise periodically to serious problems insofar as scholastic possibilities are concerned.

### CAUSES OF THE SHORTAGE

*Increase in population and compulsory education.* The shortage of teachers in primary education is due to a certain extent to the rise in the birthrate. After a drop dating from before the second world war, but chiefly during the years of war and occupation, the rate rose rapidly after the liberation. Yet, for several years the number of births has declined and the number of children in primary education has tended to become stable. However, the relation "shortage of teachers—increase in births" is not as fixed as one would think. In 1900, the percentage of births was



about the same as today and there was no shortage of teachers. It is therefore these who have declined in number between 1900 and 1945. This decline is explained on the one hand by the large number of teachers killed in two world wars and on the other hand by the deficit in births which followed the first world war, leading to a deficit in all professions. In 1950 France was thus faced with overfull classes in terms of pupils, and a dearth in terms of teachers. The education of all children of both sexes from 6 to 13 years of age was made compulsory by a law of 1882. In 1936 this compulsory education was extended to 14 years of age. On the primary level, general education has thus been an established fact for a long time and cannot be considered as a factor in the present situation. Indeed, the position deteriorated slightly with the implementation of the 1959 reform, together with the increased demand for secondary education which has been observed over the last few years. The education reform decreed in January 1959 provides for the extension of compulsory education until the age of sixteen. However, the implementation of this measure is scheduled only for 1967, the year in which children aged 6 in 1959 will reach 14 years. From 1967 in consequence, this extension will mean maintaining large numbers of pupils (not pursuing secondary studies) in terminal primary classes and will give rise to serious problems as far as teaching staff are concerned. It is true that the obligation to continue schooling until 16 will encourage a large number of terminal class pupils to undertake various studies at secondary level, but the problem of the shortage of teachers will still not be finally solved thereby. If the shortage of teachers caused by this extension of compulsory education in the primary school framework is to be avoided, it will be necessary for the numbers of men and women teachers to rise in the intervening period in a proportion of 9% to 10%.

*Difficulties in recruiting teachers.* It is certain that the shortage of teachers is also the result of an increasingly marked disenchantment with the profession itself. Despite certain advantages (long holidays, the security of State employment, retirement at 55 years) young people who have pursued secondary studies are often reluctant for various reasons to embark on a teaching career: (a) the salaries offered are considerably lower (especially as regards commencing salaries) than those obtainable, for the same level of education, in private enterprise or even certain sectors of the civil service; (b) the social and moral status of teachers has for a number of years declined considerably; because they are badly paid, in the first instance, but also because criticism and disparagement has developed considerably among the population, and teachers no longer enjoy the same consideration as heretofore; (c) conditions of work are becoming more and more arduous: classes are too big, buildings are too small, children are undisciplined owing to a lack of parental control, not least because of the rather excessive development of the myth that "the child is king"; (d) the extra-scholastic tasks which teachers are called upon to do (extra-mural and extra-curricular activities, adult education, clubs, cultural groups) and which they have always shouldered with great conscientiousness, have become more and more numerous and time-consuming. The resulting self-sacrifice and fatigue is in no way compensated for by the minute and very slow increments in salary.



*Other causes.* There are also other very important factors leading to the shortage of teachers in primary schools : (a) the considerable development of general secondary schools (formerly continuation courses) resulting from the spontaneous and increasingly widespread demand, and of the current need for adolescents to acquire the more thorough education demanded by modern society. But teachers in these general secondary schools are now almost entirely school teachers seconded to these duties, either because of the qualifications they hold or after passing special examinations. They are thus being taken out of primary classes in ever-increasing numbers, and their departure leaves posts vacant which recruiting is insufficient to fill ; (b) the development of technical secondary schools (formerly apprenticeship centres) and other vocational establishments of the same level ; in these the teaching of general subjects is to an ever-increasing extent undertaken by teachers having received special training : here also, filling these posts leads to vacancies in primary schools ; (c) the shortage of teachers in secondary education, which has made it necessary, rarely it is true, to entrust to primary teachers certain subjects taught in secondary schools (lycées, and technical lycées) in the first and second years of the modern division which results in the lack of an equal number of teachers in elementary and terminal classes.

#### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* The Fourth Plan of economic and social development (1962-1965) gives considerable space to scholastic problems and the different priorities are gone into in the general report of the Commission on school, university and sports equipment. So far as the evolution of the strength of the primary teaching corps is concerned, the report foresees a rise in numbers (pre-primary, elementary and terminal classes, special education) from 200,500 in 1960-1961 to 242,150 in 1970-1971, making an increase of 41,650 teachers in ten years.

*Steps to encourage recruitment of teachers.* Special measures are provided for encouraging recruitment to teacher training colleges. The enrolments in these establishments will be determined by their capacity to accommodate resident students, and above all by the number of scholarships available. A circular of 6 April 1962 envisages certain dispositions to increase the number of trainee-teachers : " boarding-out " of trainees living in the town in which the college is situated ; accommodation, as boarders with day-student privileges, of all trainees who cannot be accommodated in the town. It should be added that three such training colleges have been opened at Lille, St. Denis de la Reunion and Pointe-a-Pitre. Several others are projected, notably in the Seine et Oise, Pas de Calais and Bouches du Rhone départements. The training college at Clermont Ferrand has been entirely rebuilt, and six others are in process of being enlarged.

It should be remembered that admission to these colleges is competitive, that the selected candidates are admitted to the institution situated in their département, and that during their years of study after the baccalaureate they receive a salary, of which a part is deducted at source to provide a lump sum to help them with their installation expenses when



they leave the college. In return for these advantages, trainee-teachers sign an agreement to serve for at least ten years in the profession.

*Emergency training courses.* A decree of 29 September 1955 set up an emergency training scheme for trainee-teachers in teacher training colleges: this training has been reduced to one year, instead of the two necessary for trainee-teachers recruited after the baccalaureate, or directly into the second year of studies. At the end of this year of professional training in the college itself trainees are appointed as probationary teachers and are obliged, throughout the school year, to undertake extra training as supply teachers under supervision and on courses. Following this year, they take, three months afterwards, a practical test for the certificate of pedagogical aptitude and are, if successful, certificated from the 1st January following. The status and salary of this type of staff is the same as for trainee-teachers having undergone normal training.

*Recourse to staff without pedagogical training.* To alleviate the shortage of teachers, recourse has been had also to staff without pedagogical training; applicants must have the elementary certificate or the first part of the baccalaureate. They are recruited as possible substitute or supply teachers and must, while carrying out their functions, follow a course of weekly pedagogical lectures which will provide them with professional training. Those who are supply teachers are subject to the regulations applicable to this category of teacher: they are paid by the day, and receive a number of days' holiday in proportion to the number of days worked during the course of the school year. When they have successfully passed the tests for their higher professional certificate and those for the certificate of pedagogical aptitude, or the second part of the baccalaureate, they are admitted to the regular teaching staff as fully qualified teachers within the same period as teachers holding the baccalaureate, that is, after four years as substitute teachers. (Owing to the repatriation of teachers from Algeria, this type of staff is no longer recruited, at least in principle).

*Special measures.* (a) No foreign teachers are employed. (b) Retirement age remains at 55 years for teachers. However, at their own request, they can be authorized to remain at work during a certain number of extra years on full pay. Moreover, a decree of 3 August 1959 authorizes the recruitment under contract of retired personnel who can benefit from a cumulative salary ceiling of 150%, that is, they have the right to draw a salary such that the total received should be equal at the maximum to one and a half times the amount of their last active salary. (c) Under the regulations, any man or woman teacher who is free for employment may later request his re-integration, providing this is done within the time limits in force. A resignation is, however, considered as irrevocable and deprives the teacher of the right to resume work. However, owing to the shortage of personnel, the re-employment of a certain number of these teachers has been allowed, even after the time limits have expired or after resignation, in accordance with the needs of the service, and possibly taking their previous position into account in some cases. (d) For several years running, the government has raised the salaries of all State employees, in varying proportions, generally not large, these being, however, more liberal for teaching personnel in general, and primary teachers in particular. The last of these salary revisions took place during 1962 in three stages.



A new method of advancement by grades, giving more rapid possibilities of promotion, was also adopted; this tends to accelerate advancement, to avoid stagnation in the early stages of a teacher's career, and in consequence, has encouraged young people to enter the profession. (e) There have been several proposals that young teachers should do their military service within the framework of their profession, but the project has never really become concrete. Such a scheme would prevent each year the departure of young teachers whose replacement in present conditions always raises difficult problems for the inspectorate.

Several thousand deferments have been granted to students and especially to those pursuing studies with a view to entering the teaching profession. Furthermore, deferments of one year have been granted or renewed to primary and secondary teachers, whether or not they are preparing for examinations for their certification, and who were in fact teaching in school: this has been the case in particular with the first category of substitute teachers, who were candidates for the certificate of pedagogical aptitude. In 1962, 13,000 such teachers benefited from these measures. Finally, in 1962 4,500 primary and secondary teachers who were serving in the Armed Forces were released early. Thus, in 1962, 17,500 extra classes were provided for. (f) The measures taken to recruit teaching personnel without previous pedagogical training have been applied principally in "underprivileged" *départements*.

Other steps, of a more or less provisional nature, have been taken to remedy the shortage of teachers: (1) A circular of 2 October 1961 offers a certain number of advantages to war widows and to widows whose husbands died in the service of France who wish to enter the ranks of elementary and continuation course teachers. They may, in certain cases, receive a more rapid certification, enjoy stability of employment during the period preceding certification, priority for posts as supply teachers, and special conditions (war widows holding one of the certificates for a degree can be recruited as supply teachers and appointed immediately to posts in general secondary schools). (2) Trainee-teachers obliged to do 2 years of professional training who complete the second year of this training while actually acting as substitute teachers and who belong to *départements* where there is no shortage of personnel are compelled to act as substitute teachers in certain *départements* especially affected by the shortage. (3) The shortage of teachers has had as a consequence a rise in the number of pupils per class in many schools where inspectors have been authorized to exceed—often very considerably—the maximum permitted. (4) In certain regions especially affected by depopulation (poor land, mountain areas, etc) village schools found that they could count on only a very limited number of pupils. To free teachers occupying such posts, and to use them elsewhere in normal conditions, such classes have been closed. Thanks to a pupil transport bus service, their pupils are carried daily to a neighbouring canton or commune where they are enrolled in an inter-communal establishment. (5) In certain cases, fairly rare, where a commune had both a boys' and a girls' school whose respective numbers were insufficient (that is, less than 20 pupils) both boys and girls have been regrouped in one mixed school, the other being closed and its personnel sent to another commune in the *département*. (6) The appointment of teachers under contract is not used in primary education.



## INTERNATIONAL ACTION

France has not received any international assistance in its struggle against the shortage of primary school teachers, and has no wish to receive any.



# GABON

*From the reply sent by the Ministry of Education*

## CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of primary school teachers which was in evidence in 1961 is tending to diminish; the crisis will be overcome partly in 1964 and altogether in 1965.

*Analysis of the shortage.* The shortage is most marked as regards women teachers.

## CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The rising birth rate is one of the causes of the shortage of teachers; in education, its effects began to be felt from 1960 onwards, and is continuing to rise. Neither the general provision nor the extension of education can be invoked as causes of the shortage. Gabon has available at this time 637 teachers, although it would need some 800 in all.

*Difficulties in recruiting teachers.* The lack of interest in the profession plays a role in the shortage of primary teachers. It should be noted that since teachers are less well paid than other civil servants, there is a resulting loss of teachers to posts in the civil administration.

*Other causes.* Lack of funds prevents the recruitment of sufficient teaching staff.

## STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Plans are on hand with a view to combating the shortage.

*Steps to encourage the recruitment of teachers.* Steps to this end are being studied.

*Emergency training programmes.* Assistant monitors who sit for the monitors' diploma after one year of professional training can avail themselves of an emergency training scheme; student-monitors and student-teachers are trained in the normal manner.

*Recourse to staff without pedagogical training.* Before being allowed to teach, applicants must have attained a level corresponding to the primary school certificate and be between the ages of 18 and 25 years; training courses are arranged for them; teachers without previous pedagogical training are taken on as assistant monitors, with a monthly grant of CFA Francs 10,500. There are possibilities of entry to the established staff after the monitors' diploma has been obtained.



*Special measures.* (a) The few foreigners who are members of the primary teaching corps come from Haiti and France. They represent about one fifth of the total national teacher strength and are taken on as civil servants under the technical assistance plan or as Gabonese civil servants under contract; (b) retirement age for teachers has not been raised; (c) no appeals to return have been made to women teachers who left the profession on marriage; (d) steps are now being studied with a view to raising the status of the teaching profession; (e) certain reductions or deferments in military service are now being studied also; (f) the setting up of a corps of student-monitors and of a teacher training college for women has been envisaged but no decisions have yet been made.

#### INTERNATIONAL ACTION

So far, Gabon has not received any assistance from abroad in its struggle against the shortage of teachers. It would be interested in receiving assistance, especially financial, which would allow the training of teachers (through scholarship awards) or the building of the necessary quarters for this training, or again the sending of technical assistance personnel.



## GERMAN FEDERAL REPUBLIC

*From the reply sent by the Permanent Conference of Ministers of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* In all Länder of the Federal Republic, excepting Hamburg, there is a shortage of primary teachers. This manifested itself at the beginning of the nineteen fifties; in several Länder, it began to be felt between 1955 and 1958 and in West Berlin in 1962.

In Baden-Wurtemberg, Bremen, Hesse, and North Rhine-Westphalia the shortage of teachers has somewhat diminished; in Bavaria, it should reach its peak at the end of the 1961-1962 school year; in the other Länder it is rising in varying degrees.

For numerous reasons, it is difficult to foresee in approximately what year the shortage of teachers will be overcome; among candidates for the primary teaching corps, a high percentage of women teachers prevents forecasts concerning the duration of their service, principally for marriage reasons. Furthermore, a number of Länder propose introducing in the next few years a ninth primary school year. If the present rhythm is maintained, the shortage may disappear in Bavaria at the end of the 1963-1964 school year; in Hesse it will probably be overcome in 1966, in Baden-Wurtemberg and Bremen towards 1970.

*Analysis of the shortage.* It is mostly among men teachers that the shortage is greatest. If in Bavaria both sexes are still in equal numbers, generally speaking there is a rise in the proportion of women teachers. The degree of shortage varies depending on the Länder; in the central ones, the shortage is spread evenly in the different areas; in Bavaria, it is a little more marked in the north than in the south. The areas bordering on Lower Saxony, which have bad communications, are more affected than densely populated industrial areas.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage is due only in part to the rise in the number of pupils. Throughout the Republic, including West Berlin, the number of primary school pupils was 4,574,153 in 1956 and 5,003,652 in 1961, the biggest rise taking place in 1959. Generally, the number of pupils is continuing to show a tendency to rise.

In Bremen, Lower Saxony, and the Saar the shortage of primary teachers is due to the extension of compulsory education. In Lower Saxony, the rise of compulsory education of eight years to nine years at Easter 1962 has considerably aggravated the shortage, the requirements in teachers having risen by 15% in Lower Saxony, 10% in the Saar and about 9% in Bremen. In Hesse, where the ninth school year has been progressively



introduced, it is estimated that due to this the extra teacher requirement is now 10%. In those Länder where the ninth school year is still being considered, it is forecast that the extension of compulsory education will considerably increase the requirements in teachers, and in consequence, the shortage of teachers will become more acute.

*Difficulties in recruiting teachers.* Several administrations, for example Hesse and North Rhine-Westphalia report a rise in the number of trainees in higher teacher training colleges. On the other hand, Lower Saxony considers the lack of interest in the profession as one of the chief causes of the shortage; Hesse attributes the shortage to the formerly low salaries, and points out that considerable increases have taken place in the intervening period.

The shortage of teaching staff is not an isolated case, since throughout the Federal Republic there exists a shortage of workers. Because of full employment, many professions are open to young men, especially the technical professions. Further, it should be noted that the present age groups of teachers are those especially hit by the consequences of two world wars. To this must be added the fact that many teachers, originally from the Soviet-occupied zone, or the areas of Eastern Germany under Polish administration, and who came to the Federal Republic after 1945, are increasingly being overtaken by age limits.

Resignations, which are fairly numerous, are given in mostly by women teachers on marriage.

*Other causes.* In several Länder, the duration of studies of primary teaching staff has been increased from four to six semesters, which resulted in the elimination of one graduation class.

In some Länder a number of primary teachers have taken advantage of the possibilities of advancement offered by the development of secondary education; they acquired supplementary pedagogical training in order to obtain posts in secondary education. These teachers now no longer teach in primary schools.

#### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* In all Länder, an evaluation of primary teacher requirements has been undertaken. The permanent conference of ministers of education has also taken account of teacher requirements until 1970. Apart from the measures to increase the number of students in higher teacher training colleges, Länder school administrations have had recourse to other steps. Thus, in North Rhine-Westphalia, it is planned to employ auxiliary teachers, with legal safeguards concerning remuneration and allowances in order to encourage them to choose teaching as an auxiliary profession.

*Steps to encourage recruitment of teachers.* Publicity drives for recruiting teachers have been systematically intensified during the last few years; several ministries of education have put out special publications to this end, and information leaflets concerning the teaching profession have been issued.



The development of higher teacher training colleges has meant improvements in both buildings and staff. More, to encourage recruitment in these colleges, scholarships have been instituted for all trainees who could undertake pedagogical studies.

In Bavaria, information drives are organized in primary schools for pupils in their last two years of lycée.

In several Länder, increased possibilities are being offered to talented secondary school pupils to obtain, in three years of special studies, the lycée matriculation certificate.

In North Rhine-Westphalia, efforts are being made, through a special examination, to ease the entry of talented candidates to higher teacher training colleges, where such candidates possess no matriculation certificate. Special groups have been set up in lycées to study pedagogy. Finally, thanks to free lodging and maintenance in student hostels, whose number increases all the time, student life is considerably facilitated.

*Emergency training programmes.* Since 1955, it is only in Lower Saxony that recourse has been had to emergency training schemes for auxiliary teachers, following the introduction (Easter 1962) of the ninth year of schooling. A one-year course is open to women having a good general level of education (matriculation level) and some practical experience of education, or of looking after children.

Auxiliary women teachers are not granted the status of civil servants; they are not taken on on a permanent basis, and are sometimes paid by the hour. When once the shortage of teachers is overcome, they will be discharged. This explains why only those women who do not seek a career are admitted to these courses.

*Recourse to staff without pedagogical training.* Only Lower Saxony has recourse to auxiliary staff without pedagogical training. Elsewhere, recourse is had to staff having received vocational, gymnastic or sports training, etc. Such staff are employed only in teaching sports or practical work. In general, they are paid on the same scale as other teachers, or by the hour.

*Special measures.* (a) In Bavaria and Rhineland-Palatinate only, some Austrian teachers have been taken on, but only in very small numbers.

(b) In no Länder has retirement age been raised. In the majority of Länder retired teachers, if they so wish and if they are capable, can continue to teach. They are paid according to the scale for temporary employees, that is, by the hour. In Rhineland-Palatinate, teachers who have passed retiring age can, if they so wish and if they are capable, remain teaching, but they are not held to the full timetable.

(c) In several Länder education authorities have launched appeals to women teachers who had left teaching on marriage to return to the service. So far as the civil service rules would allow, such teachers have been reincorporated in the regular teaching staff as civil servants. In Lower-Saxony, women teachers taken on on a temporary basis receive a supplementary allowance so that their total salary is thus equal to that of a woman teacher in the same category. In Bremen, efforts are being



made to find supply teachers among women teachers who had left the service; they are given up to 13 hours teaching work per week.

(d) In the last few years, teachers' salaries have been considerably increased in all Länder; numerous possibilities of advancement or of promotion have been granted. In several Länder, especially in Hesse, Bavaria and Baden-Württemberg there has been a reform of the methods in training primary teaching staff. In Hesse and Bavaria, teachers are now trained in higher teacher training colleges, closely linked to neighbouring universities. Furthermore, the salaries of temporary teachers have been, in part, brought up to the level of those ruling for teachers having the status of civil servants.

(e) Teachers have not been given special facilities as regards military service. Trainees at higher teacher training colleges, as is the case with other students, are allowed a deferment for the period of their studies, unless they have completed their military service beforehand.

(f) In Rhineland Palatinate, special courses have been set up at Speyer for those who, after professional training is completed, but who have not gained their matriculation, have acquired considerable experience in their profession and are especially talented as regards teacher training. Those who have followed these courses during three years — this period is reduced if they are especially talented — can obtain a certificate which will allow them to enter a higher teacher training college in the Rhineland Palatinate Länder or the Johannes Gutenberg University at Mainz.

Furthermore, a special higher course lasting three years has been set up for students having terminated their courses at technical college (secondary level) to prepare them for a final examination allowing them to enter higher teacher training college.

In Bavaria, various measures have been taken to meet the shortage: merging of two parallel classes under one teacher responsible for 14 hours teaching of essential subjects, the remainder of the timetable being shared out among the other members of the teaching staff: amalgamation of small schools with less than 20 pupils with other schools having several classes: employment of teachers of practical crafts to relieve class teachers: facilities granted to students at higher teacher training colleges who wish to take the first pedagogical examination for primary teaching: reduction in holidays for staff teaching during the school period.

In Hesse, steps have been taken to improve the training of teachers: intensification of practical professional training; setting up teacher training establishments, and extending in-service training possibilities.

In several Länder, for example in Lower Saxony, Schleswig-Holstein and Hesse, small rural schools close to each other have been amalgamated in one school, ordinarily of five classes; in this way, conditions of work for teachers in rural areas have been improved.

#### INTERNATIONAL ACTION

No international assistance has been received in the struggle against the shortage of primary teachers by the Länder of the German Federal Republic and for the moment no such assistance is deemed necessary.



# GHANA

*From the reply sent by the Ministry of Education*

## CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of primary teachers first became apparent in 1952, when the Accelerated Development Plan in Education was introduced; the shortage had a tendency to diminish until September 1961 but the introduction at that time of fee-free primary and middle education required a greater number of teachers to handle the increased school population.

*Analysis of the shortage.* The shortage is felt generally throughout the whole country.

## CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The continuing rise in the birthrate and therefore also the number of pupils to primary schools is one of the principal causes of the shortage of teachers, especially since 1952; another factor is the introduction of fee-free education in primary and middle schools.

There are at present 20,580 teachers in service, of which 11,145 are qualified and 9,435 unqualified. The total number of primary teachers needed cannot be worked out until the results of the latest census are known.

*Difficulties in recruiting teachers.* The shortage does not spring from a lack of interest in the teaching profession.

*Other causes.* Immediately before and immediately after independence, some teachers entered politics to become members of parliament. Before the introduction of the new salary scales in July 1960, a number of teachers had left teaching, some to join the department of social welfare and community development and others to take more lucrative jobs. The drift has however stopped.

## STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* The government, through the ministry of education, intends to increase the intake of teacher training colleges and to build more colleges. Day training colleges have been planned with a view to increasing the intake at comparatively little cost.

*Steps to encourage recruitment of teachers.* Last year, the President of Ghana himself appealed to unemployed middle school leavers to apply for posts as pupil teachers. Over 20,000 applied and just over 2000



of them were appointed as pupil teachers. The usual procedure however is to hold selection tests for pupil teachers in all the eight political regions of the country. Successful candidates are interviewed and placed on short lists, and appointments are made from these lists as and when vacancies become available in the primary schools.

All the training colleges are residential institutions; fees and boarding expenses are paid out of the students' allowances. A substantial balance is, however, left to them for their own private use.

*Emergency training programmes.* There is no emergency training as such.

*Recourse to staff without pedagogical training.* There are pupil teachers centres where untrained teachers receive in-service training for periods of six weeks, in English, arithmetic and teaching techniques.

To be admitted to these courses, candidates must hold the middle school leaving certificate, obtained after the first ten years of schooling; this six-week course does not lead to a diploma, but students are given certificates to show that they have attended the course. Teachers so trained are not regarded as qualified teachers and do not therefore enjoy the same status and remuneration as certificated teachers; they are encouraged to enter training colleges in order to become qualified teachers.

*Special measures.* (a) There are no foreign teachers in primary schools. (b) Retirement age is fixed at 60 years; some retired teachers have been re-appointed on a contract basis, renewable annually, provided that they are in good health. (c) Marriage is no drawback to teaching; married women are given maternity leave and they can teach until they retire. (d) New salary scales were introduced for most grades of teachers nearly two years ago; this has brought teachers' remuneration into line with that of the civil service. (e) There is no compulsory military service in Ghana.

#### INTERNATIONAL ACTION

No international assistance has been received in this field. International assistance would be welcomed in the form of funds or materials for providing accommodation for training teachers as well as in the form of teacher trainers through technical assistance.



## GREECE

*From the reply sent by the Ministry of National  
Education & Religion*

Far from lacking teachers in primary education, Greece has a surplus of teachers in this category.

Compulsory education, in force since 1929 under Decree No. 4397, covers the six classes of primary education. During the 1960-1961 school year there were some 320,000 pupils in primary schools, for 21,826 teachers, which gives a ratio of 46 pupils per teacher. In order to absorb the 5,000 teachers at present without work, the government intends to create each year 1,000 new teaching posts. This plan will be put into effect at the beginning of 1962, credits for this purpose having been voted in the national budget.

During the 1960-1961 school year, 76 new primary schools were created, and in 703 establishments the number of teachers was increased. Finally, in addition to the 1,000 who will be absorbed each year, 330 other teachers will also be placed in primary schools. It is forecast that in five years the surplus will have been entirely absorbed.



## GUATEMALA

*From the reply sent by the Ministry of Public Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There is a shortage of teachers in primary education ; this has always been in evidence ; it has a tendency to diminish.

*Analysis of the shortage.* The shortage is proportionately greater as regards men teachers ; some parts of the country are more affected than others, especially in rural areas.

In 1962, there were 9,152 teachers in service, giving a ratio of 35 pupils per teacher ; requirements are for 13,298 extra teachers to scholarise the entire school population aged between 7 and 14.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The annual rise in the birthrate has always been in evidence and has a tendency to become still more marked.



## GUINEA

*From the reply sent by the Ministry of Education, Culture and Youth*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There is a shortage of primary teachers, and this has made itself felt since the 1958 school year, which was also the same year that Guinea became independent, at the moment when the government planned to give impetus to the spread of education. The shortage is tending to increase, due to the imbalance between educational plans, and the reduced possibilities for training and recruiting teaching staff. It is difficult to predict when the crisis will be overcome. However, the government, in increasing the number of teacher training colleges, is seeking to provide sufficient teachers for the nation's needs.

*Analysis of the shortage.* The shortage is marked as regards women teachers; it is felt in all areas of the country. The country has 3346 teachers instead of the 14,000 needed to scholarise the entire school age population. Only 23.9% of actual needs are catered for.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The rising birthrate cannot be invoked as a cause of the shortage of primary teachers, nor can it be ascribed to the extension of compulsory education, but rather to the introduction and generalisation of compulsory education.

*Difficulties in recruiting teachers.* The lack of interest in the teaching profession shown by the younger generation is not the major cause of the shortage, since the measures adopted to revive this interest (special allowances, administrative facilities for teacher training colleges) are proving more and more efficacious.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Planning to increase teacher strength is in hand. The triennial education plan schedules the opening, on average, of 1000 new classes per year, necessitating the recruitment of 1000 teachers, but the teacher training colleges, in their present state, can only supply 600 young teachers annually. The remaining teachers are recruited directly through examinations. In addition, projects are in hand for extending the network of teacher training colleges.

*Steps to encourage recruitment of teachers.* Thanks to the special privileges and free boarding which trainee-teachers receive, it can be said that the shortage is due less to reluctance on their part to come to these colleges, than to the delays in bringing about the building and equipping of a sufficient number of colleges to train them.



*Emergency training programmes.* This type of training only applies to teachers recruited directly by examination. Before being allowed to teach, such candidates are required to take one and a half months' accelerated training; further, they take correspondence courses and receive assistance from primary inspectors and experienced teachers. Candidates for the direct entry method must have at least a general educational background equal to that of the type of teacher category to which they aspire. This one and a half months' accelerated course coincides with the school vacation period and thereafter extends over the first two years in service which precede the certification examination. Teachers recruited in this way receive an accelerated training testimonial. To become certificated teachers they must sit for the examination for the certificate of pedagogical aptitude, which is required for all teachers in their category, irrespective of where they have been trained. All teachers holding this same certificate of pedagogical aptitude belong in the same category and receive the same treatment.

*Special measures.* (a) Primary education is given exclusively by nationals. (b) The retirement age for all civil servants remains in principle 55 years, but retired teachers still considered fit and able to teach have all been asked to return, and this offer will remain in force as long as the shortage lasts. (c) As a general rule, women teachers do not leave the service on marriage, whatever the employment of their husbands. (d) Following a decree published on 30 September 1961, all teachers in service received, among other advantages, a special monthly allowance over and above salary. Furthermore, this decree eased the conditions for promotion of primary education staff. (e) Teachers are granted deferments of military service when the ministry of education requests this; in effect, nearly all young teachers entering the service since independence in 1958 have been granted total exemption from military service. (f) To combat the shortage, mention must be made of the extension of the teacher training colleges and the very considerable facilities which they have been granted.

#### INTERNATIONAL ACTION

Guinea has not received any assistance in its struggle against the shortage of primary teachers. Assistance would be accepted gladly under the following headings: — scholarships for trainee-teachers; building and equipping of primary teacher training colleges; despatch of professors for these; and pedagogical textbooks.



## HUNGARY

*From the reply sent by the Ministry of Education .*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* A shortage of primary school teachers began to make itself felt from the 1959-1960 school year, the needs of the year before being met by staff available. The following table illustrates the state of the shortage:

Years	Shortage	Teachers without pedagogical training	Qualified teachers lacking
1959-1960 . . . . .	1870	494	2364
1960-1961 . . . . .	1776	1395	3171
1961-1962 . . . . .	2281	2839	5120
1962-1963 (forecast) . .	2500	3400	5900

It is possible that the shortage will reach a peak during the 1962-1963 school year.

*Analysis of the shortage.* The shortage is felt generally throughout the country with the exception however of large towns and county towns, where the number of teachers is equal to requirements. It is principally in classes 5 to 8 in general schools that the shortage is most felt, but since the number of teachers in the four first primary classes is in excess of requirements, some of these (while training for the required examination), teach also in higher grade classes.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage springs principally from the increase in population, the birthrate having risen considerably from 1953 to 1955; the resulting increase in the school population made itself felt in 1959, and will rise progressively to a maximum in 1962-1963. The extension of compulsory education has had no effect on the shortage; this extension was brought into force only from 1962; it runs from 6 to 16 years.

*Difficulties in recruiting teachers.* The interest which young people have in the teaching profession has not diminished, and each year the number of applicants for teacher training colleges is in excess of the available capacity. It is likely that this inability of the colleges to admit a larger number of trainees is one of the principal causes of the shortage.



## STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* The shortage of teachers in general education schools is only temporary; in 8-10 years time the number of pupils will decline to the normal level of the birthrate and at the same time, as required, the number of admissions to teacher training colleges will be raised.

*Steps to encourage recruitment of teachers.* The recruitment of candidates to teacher training colleges always follows the same lines; candidates may receive financial support, depending on their social circumstances.

*Emergency training programmes.* None scheduled.

*Recourse to staff without pedagogical training.* To alleviate the shortage temporarily, employment is offered to young men holding the baccalaureate but without pedagogical training. On and from entry, they are required to undertake in-service training, but if after three years they have not undertaken pedagogical studies, they are dismissed. These types of teachers receive a salary slightly less than that for a teacher commencing his career.

*Special measures.* (a) There are no foreigners in primary school teaching. (b) Retired teachers are re-engaged at their request; if they work full-time and do not draw their pension, they are paid the full salary; if they are in charge of courses only, they are paid by the hour.



## ICELAND

*From the reply sent by the Ministry of Education* •

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of teachers in primary education has been in evidence since autumn 1944 and will become more acute if the number of graduate teachers does not increase; it is not possible to state when the crisis will be overcome.

*Analysis of the shortage.* The shortage is more marked in the case of men teachers; outlying districts also suffer more from the shortage; since there are no minority groups in Iceland, this question does not apply.

### CAUSES OF THE SHORTAGE •

*Increase of population and compulsory education.* The shortage springs partly from the rise in the birthrate which began in autumn 1944, a phenomenon which has a tendency to increase still more; the extension of compulsory education, introduced in 1946, also contributes to the shortage.

*Difficulties in recruiting teachers.* The shortage of teachers may be explained partly by the fact that other professions are better paid; also, many women teachers leave their posts on marriage and some of them take up training as teachers without intending to make teaching their career.

### STEPS TAKEN TO MEET THE SHORTAGE •

*Emergency training programmes.* None exist.

*Recourse to staff without pedagogical training.* Teachers without such training are appointed by school boards with due regard to their qualifications; there are no admission examinations for them and they receive the same salary as regular teachers.

*Special measures.* (a) There are no foreign teachers in primary education. (b) Retirement age has not been raised but in certain places retired teachers have been re-engaged on a part-time basis. (c) No appeals to return have been made to women teachers who left the service on marriage, but those who continue to teach do so with up to two-thirds duty and wages. (d) By virtue of a new law, all public servants, including teachers, are expected to receive better remuneration; steps are also being taken to increase the training of teachers and their rights to further education. (e) Since there is no military service in Iceland, no steps are necessary in this matter.

### INTERNATIONAL ACTION

Iceland has not received any assistance from abroad or from international organizations in its struggle against the shortage of primary teachers.



## INDIA

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There is a shortage of primary teachers in certain areas. This began to be felt towards 1950 when the government decided to expand primary education rapidly, and, before 1975, to provide free and compulsory education for all children from 6 to 14 years. This shortage is being felt still more keenly in recent years because there is an awakening among the public in the rural areas and more and more children are coming into schools. It is hoped however that these difficulties will disappear in the next 10-15 years.

*Analysis of the shortage.* The shortage of men teachers is only felt in difficult and tribal areas, whereas that of women teachers is felt in most parts of the country and especially in rural areas.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage of teachers cannot be attributed to an increase in the birthrate. As stated, the introduction, the spread and the extension of compulsory education constitute the main causes of the shortage.

In 1950-1951, there were 538,000 teachers for classes 1 to 5 in primary schools and 86,000 teachers for classes 6 to 8 in middle schools; by 1961, which is the end of the second five year plan period, the number of teachers in primary schools had increased to 910,000 and that in middle schools to 230,000. At the end of the third five year plan, that is in 1965-1966, the number of these teachers is expected to increase to 1,266,000 and 360,000 respectively. As forecast, in 1975, the total population of the country will be 625 million and the total number of primary school children will be 110 million. The number of teachers necessary for primary and middle schools will increase to about 3 million, as against 1.6 million in 1961.

*Difficulties in recruiting teachers.* The shortage of teachers springs neither from a lack of interest in the profession nor from resignations or a lack of candidates for teacher training courses, etc.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Such planning is in hand.

*Steps to encourage recruitment of teachers.* The shortage is felt mainly in tribal areas, and in particular as regards women teachers, in the rural areas and various measures are being adopted to meet this situation: the training of tribal people themselves (men and women) as teachers; providing accommodation, special grants and amenities for teachers



working in tribal areas ; choosing a family where both husband and wife can work as teachers ; improving conditions of life in general in tribal areas.

Furthermore, to increase the number of women teachers, especially in rural areas, the measures adopted include : offering special inducements to girls to receive general education as preparation for being teachers ; encouraging women to take training for the teaching profession ; conducting condensed courses for adult women in order to give them the necessary general education for being a teacher ; attaching hostels to middle and secondary schools for girls ; grant of rural allowances for women teachers, and also provide them with quarters.

*Emergency training schemes.* Some methods of emergency training have been adopted : untrained teachers were recruited and given a short training course of 4-6 weeks ; the duration of the ordinary training course, which is usually two years, was reduced to one year in some cases ; short training courses for teachers extending over 5-6 months were often organised. Participants in the 4-6 weeks courses are regarded as untrained teachers for purposes of pay and allowances. They are however given opportunities for being trained in the full course in the usual way, and when so trained they will receive the salaries and allowances given to trained teachers.

Teachers who have taken the other accelerated training courses are deemed to be fully trained if they have also had previous experience of teaching for 5 to 7 years.

*Recourse to staff without pedagogical training.* Unqualified teachers must be aged 18 years or more and have completed either secondary school or middle school, depending on the area. In the first case, this condition can be relaxed for teaching staff in rural or tribal areas. Such teachers are provided with short courses of in-service training. The scale of pay applied to unqualified teachers is in general lower than for qualified teachers, but the former have numerous opportunities to acquire the necessary qualifications which will allow them to be admitted to the regular teaching corps.

*Special measures.* (a) There are no foreign teachers in primary education. (b) In view of the shortage of women teachers, their retirement age is often postponed. Retired teachers of both sexes, or even those on the point of retirement, are often re-employed, or have their service extended, as long as they are in good health. (c) Women teachers are encouraged to remain in service after marriage and an attempt is made to place both husband and wife in the same place. (d) A sustained effort has been made by the government over the last ten years to improve the salaries of teachers, although a good deal still remains to be done. An indication of the achievement is that the average annual salary of primary teachers has risen from RS.479 in 1947-1948 to RS.815 in 1961. The government is also making efforts to provide a reasonable old age provision to primary teachers. (e) Since military service is not compulsory in India, this question does not apply. (f) As has been stated earlier, the main shortage is of women teachers ; efforts are being made to increase their number and steps are being taken to popularise co-education at the primary stage.



## INTERNATIONAL ACTION

India has received no assistance from abroad or from international organisations in its struggle against the shortage of primary teachers. It does not wish to receive any.



# INDONESIA

*From the reply sent by the Ministry of Education and Culture*

## CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The number of primary teachers corresponds to the number of pupils enrolled on acceptance of the principle that one teacher is needed for every 50 pupils; it can even be affirmed that the teaching corps is numerically more than sufficient.

*Analysis of the shortage.* The distribution of teachers not being on a systematic basis, it follows that the shortage is felt in certain areas of the country more than in others.

## CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The danger inherent in the shortage is not due to the rise in the birthrate, but to the efforts the government are making with a view to introducing compulsory education. Whereas there are 260,000 primary teachers (not including those in non-governmental schools) for 12 million pupils, it would be necessary to have some 300,000 teachers to introduce compulsory education.

## STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Despite the absence of a plan, the teacher training methods in force (three years, following secondary education) are being intensified by way of expanding the training colleges and recruiting more trainees.

*Steps to encourage recruitment of teachers.* Some steps are being taken to encourage the recruitment of students for primary school teacher training, by giving them free boarding accommodation and some financial assistance during their study.

*Emergency training programmes.* There are none at the present time.

*Recourse to staff without pedagogical training.* From now onwards, no teacher without previous pedagogical training is admitted to the teaching profession.

*Special measures.* (a) There are no foreign teachers. (b) Retirement age has not been raised and retired teachers are not asked to re-enter the service. (c) No appeals have been made to women teachers, who left the service on marriage, to return to work. (d) Teachers have higher salaries than other civil servants on the government salary scales. (e) No reductions or deferments of military service are planned for teaching staff.



f) The shift system is being used, many primary schools having lessons morning and afternoon, with different pupils. Teachers surplus to requirements in some areas are transferred to other areas where there is a shortage.

#### INTERNATIONAL ACTION

Indonesia has not received any external assistance in its struggle against the shortage of primary teachers, and does not wish to receive any.



## IRAN

*From the reply sent by the Ministry of National Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of primary teachers first became evident at the end of the second world war, and is tending to increase. Thanks to the bringing into force of the Twenty year plan, which will be implemented in four periods of five years, it is hoped that the crisis will be overcome in 1982.

*Analysis of the shortage.* The shortage is most marked as far as women teachers are concerned; it is more marked also in villages rather than in the towns; the shortage does not affect all the different minority groups in the same proportion. There are at the present time 45,580 teachers in primary education, but requirements are for 170,000 teachers.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage of teachers springs largely from the rise in the birthrate which occurred after the second world war, and which is continuing to rise; it is not due to extension of compulsory education.

*Difficulties in recruiting teachers.* The lack of interest in the teaching profession, which contributes also to the shortage of teachers, springs from the social conditions of the staff, insufficient salary, etc. The numerical importance of resignations and the drop in the number of applicants to teacher training colleges is difficult to evaluate; the last fairly important rise was in 1961.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* The problem of primary teachers has its place in the Twenty year plan mentioned above.

*Steps to encourage recruitment of teachers.* To encourage recruitment to primary teacher training colleges a publicity campaign on the teaching profession was launched and a rise in salaries of from 20% to 80% for teaching staff has been granted over these last few years.

*Emergency training programmes.* Prior to admission to accelerated training courses, candidates are required to have undertaken higher education; on the other hand, the duration of the training is relatively shorter and the certificate gained is of greater value. There is no difference in status or salary between these teachers and those trained under the ordinary system. Possibilities for incorporation to the regular staff exist for teachers trained under the accelerated courses.



*Recourse to staff without pedagogical training.* Calls have been made on the services of persons without pedagogical training to alleviate the shortage of teachers. However, where before the primary school certificate was sufficient, a secondary school certificate is now required before they can commence teaching; they must also be aged at least 18 years. Pedagogical training is given while in service; remuneration of such teachers is on a lower scale than other teachers, but they are allowed salary increments if they complete their studies; they may also be appointed to the regular staff under the same conditions.

*Special measures.* (a) There are no foreigners in the primary school teaching corps. (b) Retirement age for primary teachers has not been raised. (c) No appeals to return have been made to women teachers who left the profession on marriage. (d) Among the measures taken to raise the status of the teaching profession, the most notable was the increase in salaries of from 20% to 80% during 1961-1962. (e) Deferments of military service are granted to teaching staff. (f) Due to the shortage of teachers, the numbers of pupils per class has been raised. Recourse is had only rarely to coeducation, contractual teachers, alternate class system, or travelling teachers. No television or correspondence courses are undertaken, these media not being used.

#### INTERNATIONAL ACTION

Some assistance from abroad has helped in the struggle against the shortage of primary teachers (in particular from Unesco). Similar financial and material assistance would be appreciated in the future in order to help solve this problem.



## IRAQ

*From the reply sent by the Ministry of Education •*

There is no shortage of teachers at this time in primary education.



## IRELAND

*From the reply sent by the Department of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There are at present sufficient teachers in primary schools to meet requirements on the basis of the ratio of pupils to teacher now sanctioned by the department of education. In fact, more teachers than are necessary are being trained each year. However, the Ministry is of the opinion that the ratio is too low and it has been taking steps over the past three years to improve the situation. As more teachers become available it is the Ministry's intention to reduce the enrolment figures required for the establishment of teaching posts. There is no shortage of suitable applicants for training as teachers. It is in relation to optative requirements that a shortage can be said to exist and the replies given below must be interpreted in that context.

The shortage has made itself felt since 1951; it is decreasing, and will be overcome in about five to eight years.

*Analysis of the shortage.* While there is no shortage of teachers, there are not sufficient men teachers available. In islands and in other remote areas, it is difficult to get trained teachers to staff the small one or two-teacher schools located in these areas; some minorities are affected by the shortage of teachers.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage of trained teachers which manifested itself between the years 1951 and 1958 was due primarily to an increase in the birthrate during and immediately following the war years; the increase in the birth rate reached its peak in 1947 and declined sharply in the succeeding five years. The level of births for the past eight years has not altered appreciably. Education is compulsory for all children between the ages of 6 to 14 years. There has been no extension in this regard, and this factor cannot be taken into account as regards the shortage of teachers.

### STEPS TAKEN TO MEET THE SHORTAGE

*Steps to encourage recruitment of teachers.* The training college for men is at present being enlarged and reconstructed so as to increase the annual output of teachers by 50%. No other measures are deemed necessary.

*Emergency training programmes.* None have been undertaken.



*Recourse to staff without pedagogical training.* Up to 1958, untrained women teachers, known as junior assistant mistresses were recruited, but recruitment of these teachers was suspended in 1959.

*Special measures.* (a) There are no foreign teachers in primary education. (b) Since 1953, teachers due to retire from the service on reaching 65 years of age are, subject to satisfactory service and health, retained in the service on a year to year basis for a maximum of three years. During the period of extension of service normal conditions regarding payment of salary apply but the service is not reckoned in computing the pension subsequently paid. (c) From 1934 to 1958 women teachers entering the service were required to retire from it on marriage. This rule was abrogated in 1958, and since then about 700 married women teachers have returned to the service. In addition, of the women teachers in the service who married since 1958, about 84% have remained on in the teaching service. The conditions of employment of married women teachers do not differ from those of other teachers. (d) To raise the status of the teaching profession, the salary and allowances of teachers have been increased in recent years; since 1 September 1958, the following improvements have occurred: an increase of about 20% in salary; an increase of about 55% in allowances payable to principal teachers and of 30% to vice-principal teachers; special posts carrying allowances have been created in certain schools; children's allowances have been extended to cover all eligible children. (e) Military service is not compulsory, and therefore this question does not apply.

#### INTERNATIONAL ACTION

Ireland has not received any assistance either from abroad or from international organizations in its struggle against the shortage of primary teachers and does not require any.



## ISRAEL

*From the reply sent by the Ministry of Education and Culture*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There is a shortage of qualified teachers which necessitates the employment of a number of unqualified teachers. The shortage became apparent during the years 1949-1954, years of heavy immigration, and is in evidence again since 1960; despite certain fluctuations the shortage seems to be increasing and no predictions can be made as to when it will be overcome.

*Analysis of the shortage.* There is a shortage of teachers of both sexes, but it is more marked in the case of men; it is more acute in the northern and southern parts of the country, as well as in outlying settlements.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage springs from an increase in the rise in the birthrate. During the years between 1949-1954 the principal factor in the shortage of teachers was the introduction of compulsory education, but this is no longer the case today. Nor can the extension of compulsory education be invoked as a cause of the shortage.

*Difficulties in recruiting teachers.* The upper strata of society, especially as regards men, turn to other professions than teaching for economic and status reasons. Lower strata have not yet supplied a sufficient number of matriculants. The number of candidates for the teaching profession is continually rising, but the demand increases at a rate faster than optimum requirements.

During the last three years there were 1000 resignations per year, whereas the number of new posts created was 1500 per year. Total teacher requirements are therefore estimated at around 2500 per year, and are met by appointing 1000 qualified and 1500 unqualified teachers per year.

*Other causes.* The drop in infant mortality also contributes to the shortage of teachers, as does immigration. To this must be added the ever-increasing desire for education shown by certain groups who until recently were not interested.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Such planning is in hand.

*Steps to encourage recruitment of teachers.* Information campaigns are conducted in secondary schools, in the Army and among the public in general. Student teachers receive grants or loans, sometimes to an extent that covers living expenses as well as fees.



*Emergency training programmes.* Various accelerated courses have been instituted. Whereas the regular teacher training course is of two years duration trainees are, after completion of a full secondary school course, normally required to be holders of a matriculation certificate, but the accelerated courses are of one and two years duration for non-matriculants. The purpose of these courses is to prepare teachers for immigrant or outlying settlements. There also exist 6-8 week courses for matriculants.

Teachers who have not taken a regular training course, or who have not passed all the supplementary examinations are graded as unqualified teachers. There are three grades of unqualified teachers: AA, A and B. Graduates of the above courses are graded as "unqualified" teachers in one of the above three grades, in accordance with their previous education and the examinations passed. As regards status, a qualified teacher gets tenure after 2 years, and an unqualified teacher after 5 years. In practice, the difference between qualified and unqualified teachers is of importance only when the question of dismissal is raised. As regards remuneration, there are three separate scales of salaries for teachers in grades AA, A and B (in descending order) lower than that of qualified teachers. Unqualified teachers can become qualified by passing supplementary examinations, less demanding than those administered at the regular teacher training colleges. They consist of general and pedagogical subjects. These examinations are only open to those already working as teachers. The number of examinations which a teacher must take depends on his previous education. The examinations are administered by the Ministry of Education and Culture twice a year. Every unqualified teacher must pass an examination in practice teaching as well.

*Recourse to staff without pedagogical training.* To be engaged, such staff must have a previous education of at least ten years (in most cases, 11 or 12 years), a knowledge of Hebrew, general maturity and personal experience, completion of Army service or remission therefrom and experience in teaching or instruction. Such teachers receive "current" supplementary instruction, and special courses for further education are available. The points made in the preceding paragraph concerning status, remuneration and possibilities of admission to the regular teaching staff apply equally to staff without pedagogical training.

*Special measures.* (a) There are no foreigners in the primary teaching corps, with the exception of immigrant teachers who receive special training in Hebrew language and Jewish studies. Their status is determined in accordance with their education and training. (b) Retirement age has not been raised and nor has it been found necessary to appeal to retired teachers to return to work. (c) As regards recalling women teachers, some attempts were made but they were not sufficient and better planned attempts are intended. (d) There have been continual improvements in the raising of the status of the teaching profession: salaries have been put up several times during the last few years and the teacher's salary is today considered to be on an adequate level when compared with other professions; latterly, the number of pupils per class has been gradually diminishing, and it has been decided that the maximum number



of pupils per class should not exceed 45; travel allowances, assistance towards accommodation in outlying areas, reimbursement for participating in qualifying courses have also been granted. (e) Girls who are completing pre-pedagogic courses receive deferment until they complete the course of the college and a certain percentage of girls who complete secondary schooling also receive deferment; young men registered at teacher training colleges are also granted shortened periods of military service. Girl training college graduates are usually employed as teachers during their military service. (f) In outlying areas teachers are permitted to teach additional hours. This is done especially in places where there are double sessions (owing to shortage of buildings). In order to meet the needs of the villages and outlying areas, colleges of two years' duration for village teachers have been opened in those areas.

#### INTERNATIONAL ACTION

Israel has not received any external assistance in its struggle against the shortage of primary teachers, with the exception of advice from individual experts who visited the country and investigated educational problems.



## ITALY

*From the reply sent by the Ministry of Education*

There is no shortage of teachers in primary education. It can be affirmed, on the contrary, that there is a surplus of teachers in this category.



## JAPAN

*From the reply sent by the Ministry of Education*

There is no actual shortage of primary teachers. In fact, the number of children enrolled in primary schools, which reached a peak in 1958, has now a tendency to decline and it is forecast that with a decrease in the birthrate, it will diminish more each year. Also, the number of students who, having taken pedagogical courses at university, and obtained the necessary certificates for teaching in primary schools, is in excess of current teacher requirements. It is in consequence a surplus rather than a shortage of primary teachers which can be noted.

In consideration of these circumstances, appropriate measures have been taken to improve the quality of education. Thus, the number of pupils per teacher has been reduced and the teachers' burden eased. A new system of training teachers is at present being studied with a view to adjusting demand and supply of primary and secondary teachers and to bringing about qualitative improvement.



## JORDAN

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

The shortage of qualified primary teachers has existed since the opening of primary schools in this country. Furthermore, the limited number of qualified teachers does not correspond to the requirements of preparatory schools (lower secondary schools).

### STEPS TAKEN TO MEET THE SHORTAGE

To raise the professional qualifications of teachers in primary and preparatory schools, the ministry of education has arranged training courses during the school year and seminars during summer, but all these measures cannot be regarded as sufficient to remedy the situation.

### INTERNATIONAL ACTION

With the help of the United States Agency for International Development, Unesco and the Ford Foundation, the ministry of education has elaborated a scheme for doubling the output of the teacher training colleges from 1960 onwards. This will allow development and expansion of existing teacher training colleges, and the opening of new ones.



## KOREA (Republic of)

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* A shortage of primary teachers has existed since 1950, when primary education became compulsory; it has a tendency to diminish, but it is not possible to predict when the crisis will be overcome.

*Analysis of the shortage.* The shortage applies equally to both sexes. There are at present 68,124 primary teachers in service, but requirements are for 78,199.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage of primary teachers is due to a rising birthrate which has been in evidence since the armistice in 1954, as well as to the introduction of compulsory education.

*Difficulties in recruiting teachers.* The shortage of teachers is not due to a lack of interest in the profession, but, among other reasons, to the financial difficulties encountered in ensuring the training of teachers.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* In addition to the five year economic development plan, the government set up in 1961 a five year educational development plan.

*Steps to encourage recruitment of teachers.* Certain measures have been taken to assist the recruitment of trainees to teacher training establishments on the primary level: scholarships, exemption from tuition fees, assured posts after graduation.

*Emergency training programmes.* None exist.

*Recourse to staff without pedagogical training.* No calls have been made on such staff.

*Special measures.* (a) No foreign teachers are engaged in primary education. (b) Retirement age, formerly at 65 years, was brought down to 60 years in 1961 in order to bring in younger and more active staff. (c) Women teachers who left the profession on marriage are re-admitted to the teaching corps on their request without any special formalities. (d) To raise the status of the teaching profession, salaries were increased by 27.7% in March 1962 and are now 6,760 won (US\$ 57) on average. (e) A reduction in the military service period has been accorded to primary teachers (one year of service instead of three).



## INTERNATIONAL ACTION

From 1953 to 1961 the United Nations Korea Reconstruction Agency (UNKRA) and the United States International Development Agency (USAID) assisted Korea with the total amount of US\$ 4,476,327 and won 248,135,000 to improve 10 teacher training schools and three colleges of education in their facilities and equipment. Assistance from these two organizations is still continuing.



## LEBANON

*From the reply sent by the Ministry of National Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The relation between the number of primary teachers available now, and future requirements, is seen as a shortage of teachers in this category. This became evident about 1953; the shortage has a tendency to continue to rise and it is difficult to predict when the crisis will be overcome.

*Analysis of the shortage.* The shortage is equally balanced between both sexes, and is manifest in all areas of the country.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage of teachers is due to the rise in the birthrate, which commenced around 1945, and is tending to rise still more. It is not due to the generalisation of compulsory primary education, nor to its extension.

*Difficulties in recruiting teachers.* The lack of interest in the teaching profession as a career is caused by the insufficient salaries paid, and the strict requirements of examinations for appointment; resignations are 200 per year on a total force of 6500 teachers.

*Other causes.* To the above reasons must be added the desire to continue higher studies.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* A draft law has as its object the planning of teacher requirements.

*Steps to encourage recruitment of teachers.* The only special measure taken in this sense is the increase in the number of teacher training colleges, and of the scholarships granted.

*Emergency training programmes.* No recourse is had to this type of training.

*Recourse to staff without pedagogical training.* Staff without previous pedagogical training are engaged to reduce the shortage of teachers; admission to primary teaching is by examination, which is open to holders of the higher primary certificate; a pedagogical course is organised for the benefit of staff while in service; no distinction is made from the point of view of salary or status between non-qualified and qualified staff.



*Special measures.* (a) No foreign teachers are employed. (b) Retirement age has not been raised. (c) No appeals to return have been made to women teachers who left the profession on marriage. (d) Draft laws are projected to raise the status of the teaching profession. (e) There are no exemptions from military service for teaching staff. (f) A draft law is making provision for recruitment without examination for an exceptional period of three years.

#### INTERNATIONAL ACTION

Lebanon has received no assistance from foreign countries nor from international organizations in its struggle against the shortage of primary teachers. Careful study would be given to the possibilities of requesting such aid from external sources.



## LIBERIA

*From the reply sent by the Department of Public Instruction*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of primary teachers, as well as the lack of school buildings, has always existed; the shortage is keenly felt owing to the influx of the rural population towards the towns where living and working conditions are better and also because of the "Open Door" policy of the government. The shortage has a tendency to increase; while it is not possible to make any predictions, it may be that the shortage will diminish about 1971.

*Analysis of the shortage.* Despite the absence of statistics, the shortage of women teachers seems almost as marked as that of men; women are enrolling in secretarial work and opting for more lucrative positions, and men tend to go into industry, economics, agriculture etc. The figures for 1961 indicated that there were 1796 teachers in primary education.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage is caused less by the persistent and increasing rise in the birthrate, or of the population, than by a drop in the number of candidates for the teaching profession. The introduction of the principle of compulsory education is in large part responsible for the shortage, which will increase still more when the law on compulsory school attendance has been promulgated.

*Difficulties in recruiting teachers.* As stated, the shortage of teachers springs largely from a lack of interest in the teaching profession, a feeling of economic insecurity caused by low salaries, low socio-economic status, low retirement benefits, etc. If some teachers resigned to go into better paid professions, they rarely went into diamond mining, or left because of a lack of a sense of vocation.

### STEPS TAKEN TO MEET THE SHORTAGE

*Steps to encourage recruitment of teachers.* Special steps have been taken to encourage recruitment of teachers: appeals on the local radio; advertisements in local newspapers; distribution of circulars by the department of public instruction, by school supervisors, and by the national teachers association of Liberia; increases in the number of local and foreign scholarships for education; granting of boarding and monetary allowances to those attending the rural training institute at Zorzor.

*Emergency training programmes.* An accelerated two-year teacher training course was initiated three years ago and teacher training institutes



have been established in rural areas; certificated teachers from the two-year course receive higher increments in salary than teachers without pedagogical training who have only received secondary school education.

*Recourse to staff without pedagogical training.* Any person aged 18 or more who has completed at least the second year of junior high school, has a health certificate registered with the Board of health, and who has passed the required examinations may apply for a teaching position. These teachers, who have not received pedagogical training, must attend annual vacation schools. Teachers with college degrees receive greater remuneration than do those with lesser qualifications. Those teachers who continue to upgrade their qualifications toward full qualification are incorporated into the regular teaching staff.

*Special measures.* (a) There are 26 (IVS) foreign teachers in primary schools, and the Peace Corps and Unesco have sent other foreign teachers; there are also a number of teachers from India and French-speaking countries teaching French, science and mathematics. But in proportion to the number of national teachers, the number of foreigners is negligible; housing, travelling and medical facilities are provided in varying degrees among the various groups of foreign teachers. (b) There is no fixed retirement age for teachers. (c) No discrimination is made between married and unmarried women teachers; four months' paid maternity leave is granted and substitute teachers are engaged during this period. (d) Rises in the national budgetary appropriation have made it possible for the Department of Public Instruction to increase teachers' pay; at the present time, in order to be taken on as a teacher the higher school certificate is now required, with a better beginning salary. (e) There is no law regarding military service for teachers. (f) To help meet the teacher shortage, the numbers of pupils per class have been increased and the shift system has been adopted. In certain areas, steps have been taken to alleviate the shortage of primary school teachers by "freezing" the graduates of teacher training institutions in their particular areas.

#### INTERNATIONAL ACTION

Liberia has received considerable assistance from the United States Agency for International Development, who have furnished educational advisers, scholarships, equipment and supplies. As a result of this programme, a team of educators from the San Francisco state college is in Liberia assisting in the establishment of the Monrovia consolidated school system. The Operation Cross Roads Africa has provided instructors for the 1961 and 1962 vacation schools.

The cooperation of the IVS and the Peace Corps has already been mentioned.

Liberia would be glad to continue to receive assistance from abroad and from international organizations.



## LUXEMBOURG

*From the reply sent by the Ministry of National Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There is a certain shortage of primary teachers, which has existed since about 1955; it has a current tendency to increase, and there is no possibility of forecasting when it will be overcome.

*Analysis of the shortage.* It is equally divided among both sexes, and is in evidence in different areas of the country, but above all in rural and agricultural districts.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage of teachers is not due to the rise in the birthrate, any more than the introduction or generalisation of compulsory education; it springs from the extension of compulsory education introduced in 1954. The precise percentage of teacher requirements cannot be stated, since some communes have extended compulsory education whereas others plan to do this at a later date. It should perhaps be mentioned that, for political, or social, reasons and despite official rulings, certain schools have remained open even when underenrolled, thus preventing the suppression of certain teaching posts.

*Difficulties in recruiting teachers.* Insufficient salary plays a role in the shortage of primary teachers; the number of resignations is stationary, and is not causing undue worry. It is hoped that new methods of recruitment of applicants to pedagogical institutes will improve the situation.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Planning has been undertaken in the struggle against the shortage of primary teachers in the sense that inspectors make out a report each year on the situation appertaining to their area of responsibility. This will indicate the approximate number of resignations, the number of classes to be set up, and the number of school teachers necessary. If the latter number, for example, rises, the minister may decide to allow a greater number of applicants admission to pedagogical institutes.

*Steps to encourage recruitment of teachers.* It is partly to facilitate the recruitment of teachers that a monthly allowance is granted to them, and that they pay no tuition fees.

*Emergency training courses.* None exist.



*Recourse to staff without pedagogical training.* Recourse is had to persons without previous pedagogical training as temporary supply teachers. These teachers, generally of baccalaureate level, must in the first instance take a fifteen day course under a primary school inspector. They have the right to the same salary as supply teachers holding the pedagogical certificate.

*Special measures.* (a) There are no foreign teachers in primary schools. (b) Retirement age has not been raised, and no calls have been made on retired teachers. (c) Women teachers who left teaching on marriage can be engaged as temporary supply teachers; a marriage allowance is granted; they can re-enter the teaching profession if they have been temporary supply teachers during the first ten years following their resignation, but they must start at the bottom of the salary scale. (d) A revision of salaries of civil servants is being undertaken which will doubtless improve the status of teachers. (e) Some alleviations of the terms of military service have been granted; these allow teachers to fulfil their military service in several periods. (f) To alleviate the shortage of teachers, a law of July 1958 concerning the pedagogical institute stipulates that all holders of the baccalaureate can be candidate-teachers; if the number of these applicants is low, the selection system for entry to the pedagogical institute will be less severe than usual.



## MADAGASCAR

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of primary teachers springs from lack of finance allowing the building of schools and the payment of salaries to teaching staff, and not from recruiting difficulties. Vacant posts are easily filled; the recruitment of auxiliary teachers without professional training, and holding only elementary certificates is decreasing. In certain provinces, owing to shortage of finance, difficulties are being experienced in placing graduates of teacher training colleges (teachers of Category C — elementary certificate level).

In a country which is still only 50% scholarised it is not possible to give any firm date on which the shortage became evident. It would also be premature to forecast when the crisis will be overcome.

*Analysis of the shortage.* The shortage is more marked in coastal and southern areas than on the upper plains, and it is in the underprivileged areas that scholarisation efforts are being concentrated. The minority group question does not arise, since public education is open to all.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The birthrate has risen considerably, and especially after the war in 1945; the tendency is for it to continue to rise, the population being young, with about 50% "under-twenties". Education is not compulsory since there is no practical possibility of enforcing total scholarisation, but the desire for education is widespread: every new class is immediately filled and over-filled. While the legal period of schooling is from 6 to 14 years it can be extended to 16 years for pupils whose studies are retarded and wish to enter post-primary education.

*Difficulties in recruiting teachers.* Candidates to teacher training colleges are not lacking, indeed the contrary is the case. This allows selection to be made, notably in places such as Tananarive, Majunga or Tamatave; entrance examinations are less severe in less scholarised areas, Tulear for example, but the situation is improving rapidly.

Naturally, there is some falling away: the new administrative structure tempts a number of young people towards careers which are better paid, or presumed easier or have more prestige than does education, but these are openings which are soon closed. The attractions of a career in education are many for the young in Madagascar; it offers a considerable social advance where the annual average salary is CFA francs 20,000 per head.



In contrast, the initial salary of a teacher holding the elementary or first grade certificate is CFA francs 20,000 per month, and that for a certificated teacher holding the baccalaureate is CFA francs 35,000 per month.

#### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Planning is in hand with regard to the requirements in teachers and the means to meet future demands.

*Steps to encourage recruitment of teachers.* Several steps have been taken in this respect: setting up in 1961 of training centres for first grade teachers with an output of 100 teachers per year (accelerated training); the number will rise to in ten years to 21 (one per district). It is planned that in ten years, 8500 teachers of this type will have been trained, thus completing the first ten year stage (end 1970) of scholarisation at 70%. At the same time, the training of teachers holding the baccalaureate will be intensified by setting up a second teacher training college for girls and the splitting of classes in teacher training colleges for boys; these measures will allow the training of a total of 105 teachers per year instead of 35. The training colleges in the provinces (one per province each supplying from 25 to 40 teachers on the elementary level) will also be progressively split up and decentralised; such colleges allow free boarding; scholarships are awarded from the 6th. class until the year of training which follows the 3rd. class (elementary level).

*Emergency training schemes.* This type of training is allowed for as follows: (a) direct recruitment by competitive examination for one year of training in teacher training establishments. (b) by the setting up of primary teacher training centres where 10 months' relevant theoretical and practical training is given.

Trainees are recruited from different levels: (a) pupils from teacher training schools (education from 6th. to 3rd. class with one year of professional training and terminating at elementary certificate level); (b) pupils from teacher training colleges (French type, going from the 2nd. class to the second part of the baccalaureate and terminating with the baccalaureate); (c) pupils from primary teacher training sections recruited at 4th. class level through probatory and other tests plus 10 months' pedagogical initiation.

Teachers having received emergency training may be integrated to the regular teaching corps by obtaining one of the required certificates.

*Recourse to staff without pedagogical training.* The Ministry of Education employs teachers who, while not having received any pedagogical training, are used as auxiliary teachers. Candidates must be aged at least 18, holding a certificate of secondary education (scale 2) or the first part of the baccalaureate or the elementary certificate or the primary certificate (scale 3) or the complete baccalaureate (scale 4). While in service, such teachers receive training organised by provincial education authorities. Decree 62,452 of 14 September 1962 concerning the rules governing auxiliary staff carries special regulations applicable to this type of teaching personnel, especially as regards classification and recruiting entitlement in the different scales. Regular teaching staff are covered by the general conditions as applicable to civil servants. Auxiliary staff salaries are lower than those of certificated staff.



Auxiliary teachers can be admitted to regular staff cadres when they have obtained the necessary entitlement to be registered as probationary teachers, that is, for cadre B, the baccalaureate and the certificate of pedagogical aptitude and for cadre C the elementary certificate or the primary certificate and the certificate of aptitude for teaching.

*Special measures.* (a) There are some French teachers in service, certificated under the technical assistance plan, in conformity with cooperative agreements. The states of the Madagascan African Union which are also linked to Madagascar, have up to now not provided any staff. Primary teaching posts now held by foreigners are diminishing, since primary education is tending towards total "madagascanisation". There are 3049 Madagascan teachers, and at present 392 French teachers under technical assistance; there are 42 from the Madagascan civil service, of which 333 teach in colleges or the first grades in lycées and 101 in elementary primary education.

Teachers, whether national or French, come under their respective national statuses. French teachers under technical assistance have metropolitan status and a basic salary multiplied by the coefficient 1.48: French teachers recruited on the spot are taken into the Madagascan civil service and have the same status as Madagascans proper; their status is largely the same as that applied to metropolitan teachers. (b) Retirement age has not been raised, and retired teachers have not been re-engaged. (c) There are no special measures as regards married women teachers; these can always be re-admitted to education (under a special scheme for leave of absence for personal reasons). Frenchwomen, whether former teachers or not, in Madagascar where their husbands are pursuing their careers, may, where posts are available, be used as substitute teachers or be given contracts under the same conditions as Madagascans. (d) Since the Madagascan civil service is only of recent creation, the scale of salaries set up by the Civil Service Ministry has not been modified. (e) Military service obligations exist in principle, but the smallness of the numbers required is such that teachers are rarely called up. There are no special reductions or deferments for teachers. (f) Class numbers are normal in city schools, but in some isolated rural schools, the number per class may reach 150. Staggered timetables are therefore adopted, and priority is given to setting up new classes within the financial limits allowed; co-education is frequent; in the new primary schools, each teacher will have 100 pupils in two sessions lasting half a day each.

#### INTERNATIONAL ACTION

The FAC<sup>1</sup> and FED<sup>2</sup> have provided for the building of 240 classes and have also financed the building of teacher training establishments. France has offered to the Madagascan government the necessary accommodation and staff for 30 classes for centres with large French school populations, such classes to be open without discrimination to both Madagascan and French pupils.

<sup>1</sup> *Ministère de la Coopération de la République Française* which has supplied 274 million CFA francs for school buildings.

<sup>2</sup> European development fund for associated countries and territories overseas, which is an organ of the European Economic Community.



## MALAYA (FEDERATION OF)

*From the reply sent by the Ministry of Education* 3

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There has been a shortage of primary teachers since the end of the war in the Pacific and the Japanese occupation (1941-1945). This has a tendency to diminish and it is hoped that the crisis will be overcome by 1972. °

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The rise in the birthrate which became evident immediately after the end of the war has a tendency to increase. Free primary education was introduced in January 1962, but compulsory education has not been enforced yet. There is therefore no question as yet of extending education.

*Difficulties in recruiting teachers.* No special measures have been taken as regards this subject.

*Other causes.* There is a great demand for education from all races and from all walks of life, and greater demand for secondary school teachers due to a new policy which will extend school-leaving age from 12 to 15.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Such planning is in hand.

*Steps to encourage recruitment of teachers.* Three residential colleges and thirteen day training colleges have been established. Conditions of service are fairly attractive.

*Emergency training programmes.* Holiday and correspondence courses are organised for teachers not having the required qualifications. The duration of this training varies being 3 years by correspondence and 2 years on holiday courses. From the point of view of status and remuneration there is no difference between staff having received emergency and regular training. Emergency trained teachers are admitted to the regular staff under the terms laid down by the Unified Teaching Service. Promotion depends on their acquiring higher qualifications.

*Recourse to staff without pedagogical training.* To obtain a regular teaching post, candidates must be aged at least 17 and hold the required school certificate; occasionally, other qualifications are required also. Staff without pedagogical training are engaged on a temporary monthly basis; they cannot be appointed to the regular staff unless they take summer courses during two years, or correspondence courses during three years.



*Special measures.* (a) There are no foreigners in the primary teaching corps. (b) Retirement age for primary teachers has been raised from 55 to 60 years. (c) Most women teachers continue to teach after marriage, sometimes on a part-time basis. (d) The Unified Teaching Service has been set up to raise the status of the teaching profession. (e) No reductions or deferments of military service have been granted to teachers. (f) The enrolment figures for standards 1, 2 and 3 have had to be increased from 40 to 50 pupils and coeducation has been adopted in rural areas.

#### INTERNATIONAL ACTION

Two teachers are taking a lecturers' training course organized by Unesco at Manila. External assistance would be appreciated especially as regards "method" for teacher training establishments.



## MEXICO

*From the reply sent by the Ministry of Public Education*

Teacher training colleges, public or private (totalling 121) train a sufficient number of teachers. There is no shortage of qualified staff for primary education (both free and compulsory).

The shortage is felt in insalubrious areas, with bad communications and where the cost of living is high.

The increase in population, noted over the last 30 years, has raised a demand for a greater number of teachers. Mexico is among those countries where population increase is one of the most rapid. The recent census put the population at 34,923,129 persons.

The generalisation of free and compulsory education also exerts an influence on the increased demand for teachers.

The extension of compulsory education to six years, including primary school, demands annually 20 to 25% new posts; this measure concerns principally the incomplete rural schools who lack the three higher classes.

There are at the moment 67,570 teachers in the service of the federal government, 39,021 in the service of provincial governments and 13,093 in private schools, making a total of 119,684 teachers. (Many teachers work each day in two or three schools of different categories).

To scholarise the entire school population, requirement would be for a recruitment of 67,290 teachers during the eleven years of the national plan for the improvement and extension of primary education which came into force in 1959.

The improvements in salaries and allowances granted to teachers have aroused an increased interest in the teaching profession as a career.

There is a large surplus of teachers unemployed due to the fact that the federal teacher training colleges restrict enrolments to budgetary considerations controlled by the state. Teacher training colleges dependent on provincial governments, as well as private teacher training colleges are not restricted as to the number of their enrolments.

Taking into account the prejudices of teachers graduating from teacher training colleges in towns as regards rural schools, the latter do not always obtain the necessary staff.

### STEPS TAKEN TO ELIMINATE THE SHORTAGE

*Planning to combat the shortage.* The Ministry of Public Education, which is the State's executive organ ensuring the enforcing of its directives in educational matters, has put in hand the national plan for the improvement and extension of primary education, as provided for in a presidential decree dated 30 December 1958. This plan takes in general bases, primary education plans, forecasts for a re-appraisal of the educational system, the cost, method of financing and legal measures necessary to its execution.



*Step to encourage recruitment of teachers.* Special measures have been proposed to encourage the recruitment of pupils to teacher training establishments: increase in the number of establishments, increase in the number and amounts of scholarships, increase in the capacity of teacher training establishments with free hostels, increase in budgetary appropriations and reorganisation of the federal institute for further training of teachers, for teachers in service who have not completed the necessary training courses.

*Emergency training programmes.* The federal institute for further training has assisted in the emergency training of staff not having the required qualifications. The institute gives correspondences courses and offers free manuals, exercise books, guides, etc. It also broadcasts programmes on the radio.

Teachers who have received emergency training are encouraged to follow in-service training courses. Each new course taken confers the right to an increase in salary until they are on an equal footing with regular staff.

*Recourse to staff without pedagogical training.* Formerly, staff without pedagogical training were required to possess a primary education certificate whereas now this is the secondary education certificate which is required. Being in the service of the state, they enjoy security of tenure in their employment, in salaries and allowances and other advantages of qualified teachers. As far as their rights are concerned in seniority and professional competence, they enjoy the same status as regular staff.

*Special measures.* (a) Up till now, it has not been necessary to call on foreign teachers. (b) It has not been necessary either to raise retirement age for primary teachers nor to re-admit retired teachers to the service, nor to recall those who for various reasons had left education early on. (d) Steps to raise the status of the teaching profession are being taken by the granting of an allowance every five years, and in improved social insurance (medical and pharmaceutical fees, hospitalisation, long-term loans to help teachers to build their own houses). Professional in-service training establishments have been set up. (e) Military service obligations have been harmonised so as not to conflict with the students' study periods. (f) The setting up of a compulsory social service for teachers graduating from teacher training colleges which helps to alleviate the shortage in areas either difficult of access or insalubrious.

Teacher training colleges are also taking part in the reforms which are being applied to all branches of national education. It is planned that in the event of a shortage of teaching staff, recourse can be had to persons having terminated secondary school on condition that they enter the institute for in-service training to acquire the necessary professional training.

#### INTERNATIONAL ACTION

The report presented by the government at the conference on educational and social and economic development held in Santiago de Chile from 5 to 19 March 1962 under the auspices of Unesco, and the Organisation of American States and of other international organisations, clearly indicated, on the one hand, the assistance that Mexico had already obtained from international organisations, and on the other hand, that which it still required for the extension and development of its educational services.



## MONACO

*From the reply sent by the Ministry of State*

At the present time, the staff engaged in primary education is sufficient for the requirements of primary schools. The situation of the Principality is special in view of the agreements concluded with France, some being of a cultural nature. France has agreed to put at the disposal of the authorities in Monaco a number of teachers seconded from French cadres. Thus, when vacancies in teaching posts arise, and cannot be filled by Monegasques, the Principality always has the possibility of requesting the secondment of French teachers.

So far as religious instruction is concerned, agreements have been reached with certain religious denominations who send teachers to Monaco on request from the government of the Principality.



## MOROCCO

*From the reply sent by the Ministry of National Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of primary school teachers became particularly evident in 1956, the year of the proclamation of independence. It has a tendency to rise, since there is a gap between the number of teachers trained each year (+2000) and the number of new pupils enrolled in primary education (+250,000). However, since the numbers in secondary education are rising, it will be possible in the coming years to train a still greater number of teachers. It is forecast that the crisis will be overcome between 1970 and 1975.

*Analysis of the shortage.* The shortage of women teachers is much more marked than that of men teachers; the young Moroccan girl has entered education very late, and there are very few women teachers who were trained under the protectorate. The Moroccan woman is however more and more drawn to the teaching profession. The shortage is less pronounced in coastal regions with a high density of population than in the interior, the secondary and continuation course establishments which would have supplied the teacher training colleges with trainee-teachers being created only very recently in these regions. The training sections of these establishments constitute the embryo of future teacher training colleges and will permit the schools in these distant zones to be staffed by local teachers, who will be better adapted and thus more stable.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage springs from two causes: the launching of an intensive plan for education and the rise in the birthrate, which had already begun under the protectorate. Consideration has been given to building a greater number of schools, to the organisation of school sectors, where so-called satellite schools would gravitate around a mother-school, the director of this being at one and the same time pedagogical counsellor to the corps of teachers in that sector, and also the administrative and pedagogical leader. Another factor influencing the shortage is the movement in favour of the generalisation of education at primary level, which doubtless will be made compulsory when the buildings and number of teachers are sufficient. It would require 52,000 teachers to ensure compulsory education, and there are only at present 22,000 in service, which includes a good number of foreign teachers under contract.

*Difficulties in recruiting teachers.* Young people show a considerable and increasing interest in the teaching profession. The Ministry of



National Education is one of the few Moroccan ministries which offers a large number of posts to young people of both sexes on termination of their secondary schooling. The personnel requirements in primary teachers could without doubt be filled in the next few years when the competition between various different ministries has diminished. The problem of salary is in course of settlement by upgrading the present cadres.

*Other causes.* Unfortunately, one of the chief causes of the shortage lies in the enormous disproportion between students who finish their secondary studies and intend to take up a teaching career, and the flood of new pupils who seek admittance each year to primary schools. From this there arises the necessity to have recourse to untrained Moroccan teachers and also to foreign teachers under contract; it is largely for the benefit of untrained Moroccan teachers that in-service training courses are at present being set up.

#### STEPS TAKEN TO REMEDY THE SHORTAGE

*Planning to combat the shortage.* There is a division in the ministry of national education which deals with personnel matters and the training of cadres. From its forecasts, it will be necessary to train 5000 teachers per year, but only 2000 can be trained this year and 3000 towards the end of the five-year plan. Among other steps to satisfy future demands can be quoted the setting up of teacher training sections leading a pre-determined proportion of secondary school pupils into the teaching profession.

*Steps to encourage recruitment of teachers.* Morocco is in this respect in the forefront, trainee-teachers receiving not merely a scholarship, or free accommodation, but a true salary. They are considered as state employees during their training at the regional teacher training college; furthermore, they have the possibility of becoming boarders, deducting one fifth of their salary for board and lodging.

*Emergency training courses and recourse to staff without pedagogical training.* A form of accelerated training was set up after the country's independence for teachers who were recruited directly, not having passed through teacher training colleges. This training had as object the raising of the cultural and pedagogical level of such teachers. In order to encourage such recruitment still more, no differences in status or salary for such teachers were allowed. The examinations for certification of teachers are the same for trainees from teacher training colleges as for teachers in service undertaking free and compulsory correspondence courses.

Travelling pedagogical counsellors assist inspectors and deputy-inspectors in the task of training teachers in service.

*Special measures.* (a) Recourse to foreign teachers has been had, these being recruited principally in France, under a cultural convention; there are some teachers recruited in the Middle East, teaching for the most part in teacher training colleges and also giving in-service training



in Arabic. (b) Special measures for the benefit of Moroccan teachers who have brought up children to 14 years of age allow them annual bonuses above the normal retiring age; if bringing up children when they reach retiring age they may request the raising of this age, certain provisions allowing this; if the state of health of the teacher permits, the age limit is raised on his request and after medical examination; so far as French teachers are concerned, ordinary contracts are very often granted to them when they already enjoy retirement status in France. (d) Among the steps taken to raise the status of the teaching profession, mention must be made of the amalgamation of the cadres of Arabic and French language teachers, a step which has led, for several years, to a gradual accession to better-paid cadres without special examination requirements; allowances are granted to teachers working in difficult climatic conditions, who also benefit from a special leave of absence allowance. The allowance for "Moslem education" has been maintained for French teachers under contract and extra payments are granted to all specialised teachers. (e) There is no military service in Morocco. (f) Other emergency measures were a rise in the number of pupils per class from 30 to 40 and sometimes even 50, due to intensive educational development brought about by the shift system of classes where the same teacher takes each day two successive groups of pupils. Lessons by radio have been set up comprising two programmes, one for pupils (broadcast during class hours and used by the teacher) and the other for teachers, with a view to improving their pedagogical level (broadcast outside class hours). The setting up of school television is at present being studied. Special teaching by correspondence, outside class hours, reaches at present 14,000 of the 22,000 teachers in service. Teacher training colleges will be built later in remote areas and will replace the teacher training sections newly brought into being. Certain privileges are granted to women teachers: a post guaranteed in the locality where their family lives, possibilities of posts near their husbands, priority of choice as far as city posts are concerned, maternity leave; for men teachers, the possibility of registering with special group insurance schemes, in place of social security, largely financed by the government.

#### INTERNATIONAL ACTION

A Unesco expert in in-service training courses has been working for several years already to bring these courses up to the mark. A Moroccan civil servant has been appointed to succeed him; the former receives a scholarship from Unesco to study similar training methods abroad.

All forms of bilateral or international assistance will be accepted readily, especially as regards the supply of teaching material, audio-visual material, or material for teaching science. The equipment of schools with appropriate material has not been able, unfortunately, to keep pace with the accelerated rhythm of school building.



# NEPAL

*From the reply sent by the Ministry of Education*

## CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* Whereas there is a shortage of teachers in isolated areas, there is a surplus in the capital. The shortage of teachers has been in evidence since 1900, when the first schools were introduced. It became quite acute in 1951, but is tending to diminish and in three years time will be overcome.

*Analysis of the shortage.* There is a lack of teachers of both sexes, and it applies to all areas of the country and to minority groups.

## CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage of teachers springs from the increase in the number of pupils since 1951, this having a tendency to become greater still; compulsory education is not in force.

*Difficulties in recruiting teachers.* The lack of interest in the teaching profession is due to the low salaries offered.

*Other causes.* The shortage can be attributed partly to the opening of new classes and to the sending of teachers to remote or backward parts of the country.

## STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Some planning measures have been taken.

*Steps to encourage recruitment of teachers.* Steps have been taken to meet teacher requirements by opening teacher training centres and by the provision of travelling schools for teachers.

*Emergency training programmes.* Accelerated training courses last two months and the diploma awarded in such courses qualifies the candidate to teach special subjects in special grades.

*Recourse to staff without pedagogical training.* Teachers without pedagogical training, to whom recourse is had, are recruited from pupils possessing a secondary level of education or its equivalent; in-service training is arranged for them after their induction; they enjoy the same status and salary as regular teachers.



*Special measures.* (a) In frontier areas adjacent to India, Indian teachers are recruited and normally fill 4% of the country's teaching posts, there being no difference between them and their Nepalese colleagues in status or remuneration. (b) Teaching staff in official schools are required to retire at 63. (c) In view of the very small number of women teachers in service, there are no problems in this connection. (d) To raise the status of the teaching profession, various opportunities are offered for further education. (e) There are no special measures concerning military service for teachers.

#### INTERNATIONAL ACTION

From 1954, joint action has been undertaken with the United States Operation Mission (USOM) to meet the shortage of primary teachers.

Nepal would like to receive assistance from abroad and from international organizations for the training of primary teachers abroad and the further training of staff of her primary teacher training colleges.



## NETHERLANDS

*From the reply sent by the Ministry of Education, Arts and Sciences*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.*—While the shortage of primary teachers lasts, calls are made on a reserve made up of married women teachers and retired teachers. In September 1961, vacant posts represented 0.7% of all posts in primary schools. It should be noted however that 6% of the total number of posts are temporarily occupied by married women and 0.5% by retired teachers, due to the lack of permanent primary teachers. The shortage is thus theoretically presented under the following formula:  $0.7\% + 6\% + 0.5\% = 7.2\%$  of the total of existing posts. The shortage, in evidence immediately after the second world war, might have been said to be increasing in 1954 and the following years; from 1960, the situation changed and the shortage began to diminish; in 1963 it will, theoretically and practically, virtually disappear.

*Analysis of the shortage.*—The shortage is more or less equally divided among both sexes; temporary shortages can occur in one region or another, the situation changing each year, but as a general rule it can be said that no child is denied education because of the shortage of teachers. There are no minority groups in the Netherlands.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage which began in 1954 and during the following years, arose partly from the increase in the birth rate in the years 1946, 1947 and 1948, when the number of births was 284,000, 267,000 and 246,000 respectively; the number of births ceased to rise after 1946, the rate staying however practically constant at a higher level than that prior to 1940 (230,000 compared with 180,000 per year in the pre-war years); neither the introduction nor the extension of compulsory education can be considered as causes of this shortage; in 1950, compulsory education was extended by one year, but the category of pupils concerned was few in number, a large part of them having already attended school beyond the required number of years.

*Difficulties in recruiting teachers.* The shortage which arose after 1945 sprang from a lack of interest in the teaching profession, due among other things to the educational situation in the Nineteen Thirties. During this period the number of pupils per teacher was raised with the result that it became difficult for young teachers to find employment. The number of applicants for teacher training colleges suffered a serious decline. The following table, showing the minimum number of teachers' certificates issued, illustrates the situation:



1934 .....	3,000
1940 .....	1,600
1944 .....	1,200
1950 .....	1,800
1955 .....	3,600
1961 .....	4,200

Since 1945 the financial situation of members of the teaching profession has been ameliorated: the salaries, especially in primary education, having been considerably increased in 1946 and in 1957; furthermore, certain subsidiary advantages have been considerably improved since 1945.

*Other causes.* During the last few years, the interest in continued education has been growing and the resulting need for teachers has been met partly by teachers from primary schools, thus increasing the shortage of primary school teachers.

#### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Future needs have been estimated and steps have been taken to meet the anticipated demand.

*Steps to encourage recruitment of teachers.* Each year, the Ministry of Education, Arts and Sciences disseminates information on the training of various categories of teaching staff, either in printed form, or on the radio or television. A more liberal distribution of scholarships and of interest free loans stimulates interest in the profession.

*Emergency training programmes.* Teacher training colleges set up training courses in 1947 and in 1955 in order that the schools should be ready to face the post-war "population explosion". These courses differed from the normal ones as follows: to gain admission, the applicant was required to have had previous education of five or six years, and the final certificate from a secondary modern or grammar school was also required; whereas on the ordinary course, admission was gained either with the above-mentioned certificate, or with 3 or 4 years advanced primary education, or 3 years in a secondary modern school or grammar school, all of which followed six years of elementary schooling.

Where the emergency training course consists of one year's study at least, the ordinary training for a teacher's certificate consists of a two-year course for candidates holding the final certificates of either a secondary modern or grammar school. There are no differences between the two kinds of teachers' certificates, and they carry equal rights. Both certificates also provide equal opportunities for incorporation to the established staff.

*Recourse to staff without pedagogical training.* No recourse has been had to staff with no previous pedagogical training.

*Special measures.* (a) there have never been any foreign teachers in primary education in the Netherlands; (b) retirement age has not been modified, remaining at 65, but a number of retired teachers have been



temporarily re-engaged; in addition to their pension, which is 70% of their final salary, they also receive approximately 70% of the maximum salary; their legal position is the same as that obtaining for their established colleagues; (c) on occasions, appeals have been made to women teachers who resigned on marriage to re-enter the profession; married women teachers can be re-appointed; in order to determine their salaries, they are granted a fictitious number of years of service (viz. the actual years of former service are augmented by 75% of the number of years in "retirement".) The salary ceiling is reached after 27 annual increases. There is no difference in their legal position vis-à-vis their established colleagues; (d) to make the teaching profession more attractive, training has been improved, salaries have been raised, and certain study facilities granted (scholarships, interest-free loans, increments for obtaining certificates) on a more liberal basis; (e) in certain special cases teachers have been exempted from military service, or have obtained deferments.

#### INTERNATIONAL ACTION

The Netherlands has received no international assistance in its struggle against the shortage of teachers in primary education and does not wish to receive any.



## NEW ZEALAND

*From the reply sent by the Department of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* When speaking of "shortage" it must be made clear that this does not mean that there are posts without teachers to fill them, or children who cannot attend school because there are insufficient teachers. It applies only to certain posts for which it has not been possible to find a certificated or qualified replacement teacher, and which are filled temporarily by retired teachers, or qualified married women teachers who do not seek permanent employment, or by non-certificated teachers. The lack of teachers is also connected with long-term plans to reduce the average size of classes, and to extend the training course for intending teachers.

The shortage of teachers began to be felt about 1950; it has a tendency to increase; the situation should begin to improve about 1964, but it is not possible to predict when the crisis will be overcome.

*Analysis of the shortage.* As most positions in the primary service are interchangeable between men and women, it is not possible to state whether the shortage is more marked among men or among women. It should be noted that of the entrants to teachers' colleges, approximately 70% are women. However, school staff lists show an approximately equal number of men and women. The shortage is more apparent in the North Island than it is in the South, with the exception of the province of Southland. Although certain districts in the South Island (e.g. Christchurch and Dunedin metropolitan areas) have a slight surplus of primary teachers, the Department of education has no power to direct teachers to take up posts in areas where there is a shortage. In order to be granted salary increments beyond a certain step, teachers aged 30 years or less are required to do three years service in rural schools. There are also salary inducements to encourage teachers to take up posts in one or two-teacher schools.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage of primary teachers springs from an increase in the birthrate which began about 1940 and has increased further since 1945. This has meant a considerable increase in the school population since 1954. The number of pupils in primary education increased by 27.5% between 1944 and 1951, by 33.7% between 1951 and 1958; the tendency is now to decline, and it is expected to be 14% from 1958 to 1965 and 17.8% from 1965 to 1972.

*Difficulties in recruiting teachers.* The shortage of teachers is not due to any lack of interest in the teaching profession; in fact, one pupil in



five who obtains the school certificate (minimum admission requirement for entry to teacher training college) or a higher academic qualification is admitted for training as a teacher. Despite this high percentage of entrants to teacher training courses, the number of teachers who qualify is insufficient to cope with the large numbers of children who enter primary schools each year. The large number of resignations of junior women in the profession — up to 80% of the intake — within the first ten years of service chiefly because of marriage is one of the factors contributing to the shortage. This heavy rate of resignation can only with difficulty be matched by a correspondingly high intake to teacher training. There is a general shortage of labour in New Zealand, particularly of qualified people, and competition by employers for school leavers is intense.

*Other causes.* The basic causes of the shortage have been recruitment from a low birthrate group to serve a high birthrate group, and the early marriage age of women.

#### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* One of the measures taken to overcome the shortage of primary teachers has been a greatly increased intake into the teachers' colleges of intending primary school teachers. In 1961, the number of admissions to the two-year teachers' college courses was 1550; in 1962, the number of admissions was 1765 and in addition 85 adult students were admitted to a special one-year training course. Since 1948, the number of teachers' colleges has been increased from 4 to 7 and the government has recently approved the establishment of an eighth college.

*Steps to encourage recruitment of teachers.* Local recruitment campaigns have been intensified and radio and press advertising has been used intensively. The department of education produces a pamphlet entitled "Teaching as a career", which gives full details of entrance requirements to the various teaching courses, conditions of service, salary and promotion prospects. Recruitment and personnel officers have been appointed in the Auckland, South Auckland and Wellington Education boards. In addition, the department of education retains a full-time recruitment officer.

*Emergency training programmes.* During one of the most acute phases of the post-war teacher shortage, special courses were conducted by the teachers' colleges to train for the teaching profession those people who were older than the normal training age and who wished to change their occupation, but these courses have now been discontinued. However, in 1962, 85 students (both men and women) over the age of 25 were admitted to a special one year training course. Conditions of entry to these courses are the same as those for candidates to the normal two-year course. This course lasts one year and its syllabus is more or less the same as for the normal course and it is in method rather than in content that the course varies from the usual. The staff of the teachers' colleges act as tutors, advisers and organizers of discussions. The status



and remuneration of teachers trained under the emergency scheme are the same as those of teachers who have followed the normal two year teachers' college course. All primary school teachers, irrespective of the teachers' college course they have followed, are appointed for one year as probationary assistant teachers before they are awarded the teaching certificates that entitle them to permanent teaching appointments.

*Recourse to staff without pedagogical training.* In schools with persistent staffing difficulties, it has been necessary at times to employ uncertificated teachers for brief periods. Sometimes the wife of a teacher in a small rural school acts as an uncertificated assistant. Uncertificated teachers receive in-service training but are not given a teaching certificate and their salaries are generally lower than those of certificated teachers. They may obtain a trained teacher's certificate by examination and after they have had a period of successful teaching.

*Special measures.* (a) No schemes for the recruitment of foreign teachers for primary schools have been operated. (b) Employing authorities have been asked to consider retaining in the service suitable women teachers over the retiring age (55 years). Retired teachers are appointed to relieving positions in schools with staffing difficulties. (c) In 1961, the department of education conducted a special recruitment campaign for women to take up teaching. Married women are now admitted to teacher training courses provided that certain conditions are met. A special appeal was made to married women trained as teachers to return to teaching and better salaries were offered. One annual increment is allowed for each three years of motherhood, subject to a maximum of four increments, but periods during which a woman was engaged in gainful employment are not recognised for this purpose. The department of education also exempted all teachers over 30 years of age from the requirements to serve in the country. This also affects married women returning to teaching. (d) All teachers were granted a salary rise of from £10 to £30 recently as also a 2½% increase applicable to all state services.

The introduction of equal pay for both sexes is being progressively introduced. Existing financial rewards to teachers with superior academic qualifications will be increased. Relieving and permanent primary teachers with similar qualifications are now paid the same salaries. (e) Teachers normally obtain postponement of their military service until the long summer vacation. (f) The employment of part-time teachers (principally women) has been re-instituted in primary schools. Primary school teachers are bonded to teach for two years after certification. If they fail to do so, they are required to refund to the department of education a sum of £200. Women teachers who marry before completing two years' service are released from their obligations under the bond. The "country service" clause is not applied to teachers serving in special service schools recently created in urban areas having persistent staffing difficulties. In 1961, the department of education offered air passages back to New Zealand to some New Zealand teachers who were then in England on condition that these teachers contracted to give three years' service. To help teachers returning to teaching after a break in their service the department also organizes one or two-week refresher courses.



## INTERNATIONAL ACTION

New Zealand has not received any international assistance in its struggle against the shortage of primary teachers, and no steps to obtain such assistance are contemplated.



## NIGER

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* In regard to the number of children of school age, it can be said that there is an acute shortage of primary school teachers. The rate of scholarisation is only 5.7% of the school age population; that is, out of 600,000 children of school age, only 34,448 are in private or public primary schools.

The shortage has always existed, despite the fact that the government will only open a school when it is assured that the necessary teaching staff will be available for it. The triennial plan 1961-1963 has scheduled on average the setting-up of 125 classes per year. The next plan will also take scholarisation into account, and it is hoped, at this rate, to achieve nation-wide literacy fairly rapidly. From 1964, Niger plans to be able to supply all its schools with teachers as necessary. From this date, the output of new teachers, holding the upper primary certificate and having followed one year of professional training, from teacher training and continuation courses will be 150 to 200 per year. Some 15 teachers holding the baccalaureate will graduate from the teacher training college at Zinder. Finally, from 1964, it will be possible to call a halt to the recruitment of foreign teachers as well as that of monitors holding only the primary school certificate.

*Analysis of the shortage.* The shortage is more marked as regards women teachers. Before independence, the distribution of schools throughout the country had no fixed criterion, and depended often on the whim of the teachers in those days. Thus, scholarisation was of the order of 16% in the deserted north east areas, whereas it was only 2.6% in certain areas of the more heavily populated south. The inhabitants touched least by education were the Toubous, Touareg and Peulhs, in that order, all nomad herdsman. On the 1st January 1962, there were 764 teachers in primary education distributed as follows: 50 teachers, 255 deputy teachers, 45 monitors (coming from general education schools, but being only able to obtain 8/20ths of the marks required for admission to the elementary certificate, or upper primary certificate), 414 auxiliary monitors (holders of the primary school certificate, and having had one year of professional training). More than 500,000 children of school age do not go to school; furthermore, population increases of 2% per year mean an extra scholarisation figure of 60,000 children per year, which in turn would need at least 1,000 new classes per year.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The principal causes of the shortage are the population increase of 2% per year, and



the general desire of the people for education. Education is of six years at the minimum, and eight years at the maximum; it is compulsory from 6 or 7 for all children of both sexes who live near a school; in sparsely populated areas, canteens have been set up to look after children from distant villages.

*Difficulties in recruitment of teachers.* The accession of the country to independence, which created new responsibilities for the inhabitants, meant the transfer of some teachers to other functions. This was the case for more than 70 teachers and it is certain that, for several years hence, the needs of cadres in some other departments, no less important than teaching, will continue to restrict the already insufficient number of applicants to teacher training colleges.

#### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* There is in existence a planning bureau in the school inspectorate.

*Steps to encourage recruitment of teachers.* The government is striving to encourage the recruitment of teaching staff in granting certain advantages to staff already in service.

*Emergency training programmes.* The government is having recourse at present to emergency training schemes to alleviate the shortage of teachers. It is recruiting young holders of the primary school certificate who, after one year of professional training, are appointed auxiliary monitors and subject to a collective convention with a commencing salary of CFA Francs 15,520. Salaries of other categories of staff are as follows: Monitors (having been able to obtain only 8/20ths of the marks necessary for the upper primary certificate) are paid CFA Francs 18,112; Deputy teachers (upper primary certificate, but no professional training) are paid CFA Francs 24,700; deputy teachers (elementary certificate, plus one year of professional training) are paid CFA Francs 27,189; teachers with baccalaureate, (whether or not they have had professional training) are paid CFA Francs 41,466; special rules allow auxiliary monitors to be appointed to the regular staff after 4 years service and a professional examination; they may, by way of competitive examinations, enter the teacher category proper.

*Recourse to staff without pedagogical training.* It does sometimes happen that Niger recruits staff without pedagogical training, who are placed under the authority of an experienced master who looks after the training of the recruit.

*Special measures.* (a) There are 151 foreign teachers out of a total of 764 primary teachers, for the most part from Dahomey and Togo. (b) Retirement age has not been raised but such a step is being contemplated. (c) Married women teachers continue in service and no resignations have been recorded on grounds of marriage. (d) Various steps have been taken to raise the status of the profession, such as the right to lodging, or an allowance in lieu, and the raising of salary by 10%. (e) Teachers receive no exemptions or deferments as regards military service; defer-



ments are only granted to trainee-teachers in order to finish their studies.  
(f) Ten travelling schools are in operation in the areas inhabited by nomads north of Tahoua and Agades.

#### INTERNATIONAL ACTION

No international assistance has been received in order to combat the shortage of primary teachers. The government would like, in particular, the despatch of pedagogical counsellors for in-service training, and training of teachers who could take charge of certain schools.



## NIGERIA

*From the reply sent by the Federal Ministry of Education*

There is no shortage of primary school teachers. Recruitment is facilitated by the very moderate standards of entry to the teaching profession : candidates must be at least 16 years of age, of good character and possess a primary school leaving certificate.



## NORWAY

*From the reply sent by the Ministry of Church and Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of teachers was first felt in 1945-1946. If the period 1945-1962 is taken as a whole, the shortage has increased, but, as it is dependent on so many factors it is difficult to predict with exactitude when it will be overcome.

*Analysis of the shortage.* The shortage is equally marked among both sexes; it is more acute in remote and isolated districts; the only minority group of any size is the Lappish population in the county of Finnmark in Northern Norway, where there is a shortage of Lappish speaking teachers; but on the whole the teacher shortage is less marked in Finnmark than in the two other counties of the North. When the whole country has nine years' compulsory education about 1970, it is estimated that the number of teachers required will be 25,300. At the present time there are 17,231 qualified teachers available.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage of teachers is the result of a rising birthrate; the increase of the school population in primary schools became apparent around 1952 and increased until 1957, when the peak was reached; since 1959 a slight decrease has been recorded. In view of the school reform now under way, the period of compulsory education will rise from 7 to 9 years. This will make the shortage of teachers more acute as the reform is introduced to more and more localities. The present shortage cannot be considered now as a consequence of the extension of compulsory education.

*Difficulties in recruiting teachers.* The shortage is not due to a lack of interest in the teaching profession, since there are far more qualified applicants than it is possible to admit to teacher training colleges. The limited capacity of teacher training colleges is therefore another cause of the shortage.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Forward planning as regards teacher requirements is in hand.

*Steps to encourage recruitment of teachers.* Since 1956 the students at teacher training colleges have had increased access to state scholarships and loans through the state loan fund.

*Emergency training programmes.* Emergency training as a substitute for ordinary training has not been used.



*Recourse to staff without pedagogical training.* Local authorities hire substitute teachers when they cannot obtain teachers with regular training. No special minimum requirements have been laid down for these substitute teachers, but their engagement has to be approved by the school director, who represents the state within his district. A number of short courses for substitute teachers without regular training are arranged, mostly on a local basis. Substitute teachers without a teacher's diploma receive the basic salary of an ordinary teacher. The usual increments for length of service are not granted, and these substitute teachers cannot be hired on a permanent basis. Many non-qualified substitute teachers will later on enter a teacher training college.

*Special measures.* (a) The law on primary education states that qualified teachers from Denmark, Finland, Iceland and Sweden should be recognised as fully qualified teachers in Norwegian primary schools, provided they can speak and write Norwegian. Teachers from other countries must have their previous training evaluated by the State council for teacher training before they can enjoy the same status as Norwegian teachers. There are comparatively few foreign teachers employed in our primary schools. (b) Retirement age for primary school teachers is now 70 years. Previously a teacher might retire at the age of 65 with full pension rights, if he had been in service for 30 years. A teacher who continues in his work after the retirement age will only get the basic salary. (c) Women teachers who gave up teaching owing to their marriage may be reappointed on the same conditions as other teachers. Some local authorities have made special appeals to this group when announcing vacant positions. (d) It is planned to have the number of weekly instruction periods cut from 36 to 33 for teachers in primary schools. This has not yet been done because of the present teacher shortage. (e) No reductions or deferments of military service are planned. (f) For the financial year 1962 the National Assembly made a special grant to start 12 extra classes at teacher training colleges; teachers who accept positions in the northernmost part of the country receive an extra increment in their salary. If they remain for one year, they will be repaid their travelling expenses and those of their families. After three years of service there, they have the right to repayment of their return travelling expenses.

#### INTERNATIONAL ACTION

No external assistance has been received in the struggle against the shortage of primary teachers.



## PAKISTAN

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There is a shortage of primary school teachers, especially of qualified teachers. On 123,310 teachers in primary education in 1959-1960, only 88,383 were qualified, or 70.8%. During this same school year 4,728,277 pupils attended primary schools; there was a ratio of 38 pupils per teacher instead of 35, which is considered to be the optimum.

The shortage of teachers has been a permanent feature, and became worse in 1947 on independence. While the number of primary teachers has risen over the last few years, the increase is not sufficient to cope with a parallel rise in the number of pupils. It is difficult to visualise the easing of the shortage in the foreseeable future.

*Analysis of the shortage.* The shortage of women teachers is more marked than that of men. The shortage is more serious in some areas than in others. The situation in minority group schools is no different from the rest of the schools.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage of primary teachers is due to an increase in the birthrate (always high). Census figures show that children aged less than ten years represented in 1951 28.4% of the entire population; in 1961, this figure had increased to more than 35%.

The government intends to introduce five-year compulsory education about 1970; at present, only 50% of children eligible attend school. To meet the situation it will be necessary to have about 456,000 teachers by 1970, as compared to 123,310 teachers in service in 1959-1960.

*Difficulties in recruiting teachers.* Such difficulties are caused by the low social status of the primary teacher in society, low remuneration, and absence of avenues of promotion and betterment.

*Other causes.* Women teachers in primary schools have to face an adverse attitude that exists towards working women. However, this attitude is changing and an increasing number of women are taking up the teaching profession. Parents show an increasing desire to have their children educated.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* One of the objectives of the second five-year plan of national development (1960-1965) is to raise the proportion



of children actually receiving primary education to the total population corresponding to primary school age groups, from 42.3% at the commencement of the plan to 60% by 1965. This will mean a requirement of some 70,000 extra primary teachers.

The plan provides for the opening of 20 new training institutes in East Pakistan and 15 in West Pakistan besides effecting improvements in 64 existing training institutions.

*Steps to encourage recruitment of teachers.* In order to attract candidates to the teaching profession pupils in training establishments are provided with free tuition and textbooks and are also paid stipends. In many cases candidates possessing requisite educational qualifications are first appointed to serve as teachers for a year or so and are later sent to the training establishments.

*Emergency training programmes.* In some parts of the country, emergency training programmes have been undertaken. For example, in East Pakistan, where the shortage is greater, 55 new temporary primary training centres are being established, each offering a four-month course to 150 trainees in 3 batches during a year. In addition to this, 50 regular primary training institutes (30 old and 20 new) each with an augmented capacity for 200 trainees will be providing one-year intensive courses. Minimum qualifications for admission to both emergency and regular training courses are the same, and the value of the certificates awarded for emergency or regular training courses is also the same. No distinction is made as regards status and remuneration between teaching staff trained on emergency and regular bases.

*Recourse to staff without pedagogical training.* In view of the shortage, it has been necessary to appoint persons without previous pedagogical training, but who have the minimum academic qualifications. They can acquire the necessary qualifications by taking advantage of the places reserved for untrained teachers in service at teacher training institutions. In other teacher training institutes preference is given to them over other candidates. Generally speaking, pay rates for untrained teachers are lower than for regular teachers, and their status differs as regards confirmations, promotions and holidays.

*Special measures.* (a) The number of foreign teachers in primary teaching is negligible. There are a few in English medium or missionary schools. In view of the shortage of trained teachers, foreign teachers serving in Pakistan are liberally granted extensions in their visas for stay in the country. They originate normally from Goa (India), the United Kingdom, and the U.S.A., and generally enjoy better scales of remuneration and other advantages. (b) Retirement age for teachers in official primary schools as for all other public servants has been raised. The same thing has happened also in non-governmental schools in the majority of cases. Retired teachers are appointed on a liberal scale, particularly in non-governmental schools. Their remuneration is reduced and they are not entitled to further promotion. (c) No formal appeal has been made on a national level to women teachers who left on marriage to return to the service. However, educational authorities and social service organizations have been urging married women teachers to resume their profession.



On reappointment such teachers are treated as new entrants, but due weight is given to their previous teaching experience. (d) On the recommendation of a national commission, all government servants and also teachers in official primary schools have recently been granted an increase of 10% in their salaries. This step has had an effect on the salaries of teachers employed by local bodies and private organizations. In East Pakistan, the cost-of-living allowance of primary school teachers has been raised from Rupees 5.50 to Rupees 15 per month. The recommendations of this commission, relating to the changes in the service conditions of government employees including teachers, are also under consideration by the government. (e) There is no military service in Pakistan. (f) Large classes are being tolerated in view of the current shortage; minimum percentage of trained teachers on the staff is not being insisted upon; girls are freely admitted to boys' primary schools where adequate numbers of girls are not available to warrant the establishment of separate schools.

Conditions of work in rural schools are slowly but gradually being improved; special allowances have been sanctioned for teachers in backward, remote or difficult areas; as a matter of policy, husband and wife, if both are teachers, are posted to the same station; the programme for raising the minimum qualifications for admission to training schools and for increasing the duration of training is not being strictly enforced; in some areas and institutions fee concessions are given to teachers' children; finally, in order to remove the general shortage of educated women, who may take up teaching as a profession, more primary and secondary schools for girls are being established as compared to those for boys, especially in rural areas. As a matter of policy, new teacher training institutions are being established in rural areas.

#### INTERNATIONAL ACTION

Pakistan has received assistance from abroad, mostly in the form of rupee grants for the construction of buildings and the purchase of equipment for teacher training institutions.

Assistance from foreign countries and international organizations will be welcomed, especially by the despatch of experts in modernising teacher training syllabuses, in organising and developing research activities in these institutions, by granting scholarships for their staffs, and by providing modern equipment, books and educational journals for them.



## PARAGUAY

*From the reply sent by the Ministry of Education and Religion*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* Qualified teachers are lacking, and the shortage, which has always existed, has tended to become more acute in the last three years.

*Analysis of the shortage.* The percentage of men teachers is very small; the shortage is felt in different proportions in each area of the country; it is less acute in areas where there is a teacher training college.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage of primary teachers springs from the increase in the school population which became marked after the Chaco war (1932-1935) as well as from the democratisation of education. The length of compulsory education has not been changed (six years). There are at present 10,998 teachers for 311,833 pupils but the need is for 1,460 more teachers for the 57,000 children who do not at the moment attend school.

*Difficulties in recruiting teachers.* There is an undoubted lack of interest in the teaching profession which leads teachers at present in service to leave for higher paid posts in other careers.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* The ministry has established plans to meet the shortage of primary teachers and has in hand the imminent opening of a teacher training institute.

*Steps to encourage recruitment of teachers.* None have been taken.

*Emergency training programmes.* None exist.

*Recourse to staff without pedagogical training.* The entry conditions for staff without previous pedagogical training are as follows: have finished six years primary school, be aged at least 18, have their homes in the locality, be of good moral character and undertake to follow the summer training courses during the holidays. As soon as they enter on their duties, such staff are placed on the same footing as regular staff.

*Special measures.* (a) There are no foreign teachers in service. (b) The retirement age for women is 40 years and for men 45 years. (c) Women teachers who left teaching on marriage are free to resume at their own



wish, and many of them do take up service again. (d) Increased salary scales to raise the status of the profession have been allowed for in law number 314 as well as retirement pensions for teachers. (e) No measures have been adopted as regards military service for teachers. (f) Summer vacation courses have been organised to train uncertificated teachers and to encourage pupils who have completed basic education to enter teaching. The ministry has planned professional training courses for next year with technical assistance from Unesco.

#### INTERNATIONAL ACTION

Paraguay has received technical and material assistance from the REDP (programme of rural education and development — United States economic mission to Paraguay) and Unesco.

The REDP helps to improve the living conditions of teachers, the education of children in rural centres, the training of teachers in rural areas, running a rural teacher training establishment with living-in facilities and other rural centres for the training of teachers, etc. Unesco has supplied technical assistance for the elaboration of curricula, with a view to the reform of primary and secondary education, the creation of a scientific institute and the organisation of courses, lectures and discussions destined for the in-service training of teachers.

Paraguay would like to receive assistance from international organizations on the material and technical planes for the training of staff in one-teacher schools, the education of adults, artistic education and the training of staff for pre-school education.



## PERU

*From the reply sent by the Ministry of Public Education.*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of primary teachers has been acute since 1930 and has a tendency to become still more acute in view of the increase in the school population. The crisis cannot be overcome for twenty years, taking account of the normal increase in the state budget, unless supplementary credits allow the matter to be settled sooner.

*Analysis of the shortage.* The shortage of teaching personnel is more marked as regards men teachers; it is in evidence in all areas of the country.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* One of the causes of the shortage is the incessant increase in the rise in the birthrate for the last 30 years. The shortage is due also without doubt to the introduction of free and compulsory education. There are at present 43,940 teachers in service but 74,490 are needed to satisfy the needs of the school age population. Compulsory education has not been extended.

*Other causes.* The shortage is due also to the small salaries enjoyed by teachers and the limited national budget.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* The national council for educational research, administrative reform and planning has completed its educational planning studies which, among others, should solve the problem of the shortage of teachers and other requirements of primary education.

*Steps to encourage recruitment of teachers.* Scholarships, whose number is fixed for each *département* are granted to students at teacher training colleges as well as to teachers in the second and third categories who wish to undertake in-service training.

*Emergency training programmes.* As an emergency measure, the length of training in teacher training colleges of the first category has been reduced by one year (three years instead of four).

*Recourse to staff without pedagogical training.* Persons without pedagogical training are appointed if they hold a school certificate, are aged between 18 and 45 years and have a health certificate. Untrained teachers, employed under one-year renewable contracts, take holiday courses each year; their salary is less than that for the three categories of regular teachers.



*Special measures.* (a) There are no foreign teachers in primary education. (b) Retirement age is fixed at 65 years. (c) Any teacher who resigns can re-enter the service if less than 65 years of age. Women teachers who left the service on marriage can be re-admitted if they so desire, but they are not specifically recalled. (d) Special allowances are granted for teachers in posts in high altitudes or in frontier areas. (e) Certificated teachers are exempt from compulsory military service since they received special military instruction at the time of their professional training.

#### INTERNATIONAL ACTION

Peru has received assistance from international organizations such as the Peruvian-American Educational Cooperation Service which has supplied technicians, funds and scholarships, and from Unesco who has granted scholarships.

Foreign assistance is required to help the campaign to increase the number of teachers in schools.



## PHILIPPINES

*From the reply sent by the Department of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* With regard to requirements, there is a shortage of primary teachers despite the excessive number of candidates for the profession. This shortage became apparent in 1945 or 1946 and is now tending to diminish, but it is not possible to foresee when it will be surmounted.

*Analysis of the shortage.* The shortage is most marked insofar as men teachers are concerned.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The rise in the birth rate which began in 1949/50 has led to a rise in the population of school-children aged seven years, to which must be added those who could not be admitted due to the insufficient number of additional teaching posts. The shortage is not due to the introduction or prolongation of compulsory education.

*Difficulties in recruiting teachers.*—The shortage certainly does not spring from a lack of interest in the profession, since there is always a surplus of teacher applicants.

*Other reasons.* Among other things, there is the desire of people living in isolated rural regions to have their children educated, and the authorisation, under the revised Plan for education, to organise multi-grade classes.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* None.

*Steps to encourage recruitment of teachers.* Male high-school graduates who were in the upper 50% of graduating class are exempted during the school year 1961-1962 from taking the entrance examination in Government Normal Schools and the Philippines Normal College.

*Emergency training programmes.* None.

*Recourse to staff without pedagogical training.* No recourse has been had to personnel without pedagogical training.

*Special measures.* (a) There are no foreign teachers in primary education here; (b) The retirement age has not been put back, and teachers already in retirement have not been re-engaged; (c) No appeals for return have been made to women teachers who had left the profession on marriage; (d) The minimum level of education has been laid down as Bachelor of Science in Elementary Education, and the salaries have been raised; (e) No steps are necessary to reduce or defer military service; (f) In heavily populated areas, the number of pupils per teacher has risen.



## POLAND

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of qualified teachers is made good each year by the admission of teachers not yet holding all the necessary pedagogical qualifications. It must be stated however that the percentage of unqualified teachers has dwindled, going from 22.61% in 1945-1946 to 2.2% in 1962-1963. Furthermore, in 1961, 20.1% of primary teachers held qualifications above those required. Whereas in 1937-1938, the pupil-teacher ratio was 58 in urban primary schools, and 63 in rural schools, this figure had fallen to 40 and 30 respectively in 1955-1956; in 1961-1962 the situation was improved still further since the respective figures had dropped to 37 and 30.

It is thanks to the rise in the numbers of teachers that this improvement has taken place, as the following table will show:

1937-38 . . .	76,600 teachers for 4,865,300 pupils
1955-56 . . .	102,500       »       » 3,386,400       »
1961-62 . . .	155,134       »       » 4,994,400       »

The shortage of qualified teachers is a result of the war and occupation during the years 1939-1945, and of the rapid rise in education which followed it. The primary school network has been entirely overhauled so that each child, in the country as in the towns, can terminate primary school at 7 years without journeying more than 3 kilometres for classes 1 to 4, and 4 kilometres for classes 5 to 7. Favourable conditions for the generalisation of education, and the implementation of the seven year primary school were thus created.

In 1937-1938, compulsory education affected 90% of the school age population, but in the 1946-1947 school year (one year after the end of the war) this percentage was 90.9%, rising to 99.2% in 1961-1962. Among the 0.8% of children not attending school are the infirm, mentally deficient and socially maladjusted for whom special establishments are still too few in number, as well as children living too far from the nearest school and for whom transport is unavailable.

As well as the losses suffered in the war and occupation, a number of teachers formerly in primary schools went, after the war, into general secondary education or vocational establishments, or changed their profession. It is for these reasons that the rapid post-war development of education made inevitable the recruitment of unqualified teachers whose numbers are now rapidly declining, as the table below will show:



Year	Teacher Total	Of which unqualified teachers	
		Number	Per cent
1958. . . . .	132,252	7151	5.41
1959. . . . .	142,966	7614	5.33
1960. . . . .	149,154	5400	3.62
1961. . . . .	155,134	3809	2.45
1962. . . . .	159,157	3497	2.20

It will be in 1963 that the requirements in primary teachers will be satisfied; the surplus of graduates from teacher training colleges will rise in 1964 and 1965 but will be entirely absorbed when the length of compulsory education is extended from 7 to 8 years, in conformity with the decree of 15 July 1961 on the development of education.

It can be prophesied that the extension of education to 8 years, which will take place in 1966-1967, will give rise to a new shortage of teachers for a while. From 1968, however, a surplus of teachers will allow improvements in conditions of work by the reduction in the number of extra hours worked.

*Analysis of the shortage.* Women teachers are in the majority in the primary teaching corps: 111,483 women and 43,651 men on a total of 155,134 primary teachers as at the 1st October 1961.

The distribution of teachers varies following the different areas of the country: a surplus of graduates of teacher training colleges in the central vaivodes has allowed, during the past few years, the sending of qualified staff to other areas. In effect, the peripheral vaivodes are the more affected by the shortage, but it is the posts in the small localities, lacking in communications, which are the most difficult to fill.

The shortage is not felt in schools where Polish is not the common language.

#### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* From 1953-1954, the number of children of school age has continued to rise (in consequence of the post-war population increase) from 3,283,400 in 1946-1947 to 4,240,100 in 1958-1959 and to 4,994,400 in 1961-1962.

Despite this rapid rise, the authorities have been able thanks to the development of the scholastic network to ensure all children a place in school, as well as the possibility of following primary school right through.

The extension of education from 7 to 8 years should be fully implemented in 1966-1967 but will make the teacher position worse since it will absorb the surplus of trainee-teachers graduating from training colleges during the years 1963-1965. It will be necessary therefore to impose extra hours of work on teachers, and to have recourse to unqualified staff, although they will have a secondary education level.

*Difficulties in recruiting teachers.* A number of qualified teachers resign each year to take up posts in one of the sectors of the national economy, which is in process of development.

*Other causes.* Among the causes of the shortage should be quoted the losses suffered by the teaching corps during the occupation. The lowering from 30 to 26 of the number of hours teaching per week by



primary teachers and the tendency of education authorities not to increase the number of pupils per teacher also contribute to the shortage.

#### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Detailed yearly plans have been drawn up in districts and vaivodes and at the Ministry of Education on the requirements of the cadres in primary education, as well as the means available to satisfy these until 1970; long-term plans have also been worked out up to 1980. These plans take account of the rise in the school population, of the drop in the number of pupils per teacher, of the compulsory weekly timetable as well as the departure of a number of teachers to educational administration or to other professions, and losses due to natural causes (retirement, deaths, etc). Account is also taken of the tendency to raise the level of the qualifications of all teachers. In fact, between now and 1965, it is planned that between 20 and 40% of primary school teachers will hold pedagogical qualifications in excess of those required, and in 1970 the proportion will be 70%. That is why, on top of the five years pedagogical lycées which follow seven years of primary education, two-year courses have been in existence since 1954 for candidates to the teaching profession who have finished their general secondary school studies.

*Steps to encourage recruitment of teachers.* All pedagogical training institutes for candidates who have completed their secondary studies (except those in Warsaw) and all pedagogical lycées have hostels where lodging is free. 50% of the trainees at pedagogical institutes and 35% of trainees at pedagogical lycées are awarded grants to cover the cost of food. Each year, an information campaign is undertaken in primary schools and general lycées to encourage the recruitment of students for pedagogical lycées and pedagogical training institutes respectively; press and radio are also employed in this campaign.

*Emergency training programmes.* Training courses for teachers are given annually and are open to students from general education lycées and certain technical schools; the course comprises pedagogical, artistic and technical subjects, not forming part of the syllabus of general education lycées. The certificate obtained on completion of the course gives the right to the same qualifications and the same remuneration as the certificate from the pedagogical lycées and their holders are graded in the same category as teachers having received secondary pedagogical education. These courses were in operation from 1945 to 1957, were revised in 1960 and their planned output in the period 1961 to 1967 is 10,000 teachers. They may be discontinued from 1968, since there will then be sufficient graduates from the pedagogical lycées and teacher training courses to meet the needs of the primary teaching corps.

*Recourse to staff without pedagogical training.* From the figures as at 1 December 1945 only 50,381 out of 65,099 teachers held the required certificates. The remainder, 22.61% of the teaching corps, was made up of unqualified teachers. Since steps had to be taken to cater for the primary school age population, and older children who were unable to attend school during the war, the education authorities were obliged to take



on unqualified teachers having not even finished secondary education. Later, entry requirements were tightened up and at the present time all teachers must be in possession of the certificate from general education lycées or from certain technical schools.

All unqualified teachers are required, before commencing teaching, to take a five months pedagogical course.

The salary of unqualified teachers is equivalent to 75-80% of that for qualified teachers: unqualified teachers can be appointed to the regular staff when they have the required qualifications.

*Special measures.* (a) There are no foreigners in the primary teaching corps. (b) Retirement age pre-war was fixed at 65 years (and 35 years service), but has now been amended to 60 years for men (and 25 years service) and 55 years for women (and 20 years service). Some retired teachers have been re-engaged full-time and in addition to their salary, receive an allowance equivalent to their pension, which is temporarily suspended. Teachers on pension can request re-engagement for a certain number of hours on a contractual basis; their salary cannot be more than 1000 Zlotys per month. Teachers who could request retirement but decide to continue full-time work receive no equivalent allowance.

(c) Women teachers are not barred from continuing to work if they marry.

(d) On many occasions, the highest authorities of the state have expressed their esteem for the teaching profession and for the important role which devolves on them, as exemplified in the decree of 27 April 1956 concerning the right and duties of teachers (Official Gazette No. 12:1956) the resolution of the 7th plenary meeting of the central committee of the united Polish workers party (January 1961) and the decree of 15 July 1961 on the development of education (Official Gazette No. 30). Salaries have been increased on several occasions and a subsidy representing two months salary was granted to teachers, embarking on their career, for installation expenses.

(e) Immediately after the war, teachers were the first to be exempted from military service; today, military authorities grant deferments only until the end of the period of study.

(f) There has been a reduction from 30 to 26 hours weekly of compulsory education; also, qualified secondary school teachers who are teaching in primary schools are required to work only 21, 23 or 25 hours weekly. Recourse to the shift system is not due to the shortage of teachers, but rather to the necessity of making the maximum use of the available classrooms; large-scale building is improving the situation.

The authorities in charge of teacher training establishments are striving to induce young teachers to take posts in isolated areas; free housing is offered; free medical schemes are at the disposal of the teacher and his family, and heating is free. The teacher who is in charge of several classes receives a higher hourly rate than other teachers not so burdened.

#### INTERNATIONAL ACTION

Poland has received no assistance in its struggle against the shortage of primary teachers, and is able to overcome this without assistance from abroad.



## PORTUGAL

*From the reply sent by the Ministry of National Education*

At the present time, there is no shortage of teachers in primary education. When there was a shortage, the crisis was overcome principally by the setting up of new teacher training colleges (whether official or private) and increases in salary. Only three areas are at the moment hit by a certain lack of teachers.

*Increase of population and compulsory education.* One of the causes of the shortage which was experienced in the past was the rise in school attendance resulting from a more rigorous application of the law on compulsory education. Another factor was the extension of compulsory education.

*Difficulties in recruiting teachers.* A large number of pupils are drawn to teacher training colleges, which allows a better selection to be made than was once the case. If the number of women teachers is higher than that of their male colleagues, this is because men find better paid work in other professions.

### STEPS TAKEN TO ELIMINATE THE SHORTAGE

*Recourse to staff without pedagogical training.* Recourse is sometimes had to untrained staff, usually in small localities; this type of staff is engaged after having sat for an examination. Such teachers do not benefit from the stability of employment nor the guarantees given to the regular teaching staff, and their salaries are two-thirds lower. They have however, the possibility, under certain conditions, of entering teacher training colleges without an entrance examination and to undertake their studies, while continuing to receive their salaries as though they were still in service.

*Special measures.* (b) Retirement age has been left unchanged and it has not been found necessary to appeal to retired teachers to return to work. (c) Women teachers are not required to leave the service on marriage and therefore it has not been found necessary to appeal to them to return. (d) Primary teachers salaries were raised some years ago.



## RUMANIA

*From the reply sent by the Ministry of Education and Culture*

There is not in fact a shortage of primary teachers, since education is developing progressively, and the number of teachers corresponds to the requirements of classes 1 to 4. In effect, the plans for the training of teachers are rigorously subject to educational needs. During the 1961-1962 school year, there was an average of one teacher for every 28 pupils, whereas in 1938 the average was one for 40 pupils.

### STEPS TAKEN TO ELIMINATE THE SHORTAGE

*Planning to combat the shortage.* The training of teachers for primary education is the subject of planning, which takes account of the increases in enrolments on the one hand, and the losses due to retirements, deaths, etc., on the other.

*Steps to encourage recruitment of teachers.* Recourse to special measures designed to assist the recruitment of trainees for teacher training establishments has not been found necessary since the influx of candidates has allowed the necessary selection to be made.

*Emergency training programmes.* None exist.

*Recourse to staff without pedagogical training.* In certain areas, where conditions were especially difficult, recourse was had at one time to staff without pedagogical training, recruited from among young people aged 18 or more and having at least a lycée standard of education. These teachers were required to take, in the first instance, short courses in pedagogical initiation, and when once in service, to follow in-service pedagogical courses (pedagogical circles, didactic committees); they were encouraged to take evening classes or to follow correspondence courses organized by pedagogical establishments.

The commencing salaries of this type of teacher were inferior to those of qualified staff, but as and when these teachers completed their studies, their conditions improved. At the present time, all these teachers have been incorporated into the cadres of the regular teaching staff.

*Special measures.* (a) There are no foreign teachers in primary education since staff requirements are covered entirely by nationals. (b) Retirement age has not been raised; nevertheless, retired teachers can, if they wish and if their health permits it, continue in service; they receive, over and above their legal pension, their due salary, which will correspond with their educational level and number of years service. (c) No appeals to return have been made to women teachers who left the service on marriage; however, if they wish, they can apply for re-admission to any of the posts available. (d) It has not been necessary to take steps to raise



the status of the profession, since the state is pursuing a policy designed to raise the level of all citizens. Teachers are paid according to their educational level and their number of years of service; they have the right to paid summer vacations, installation allowances and special allowances if their work takes them to areas where living conditions are more difficult. (e) All future teachers, as well as certain other categories of young people, are granted deferments of military service which extend over the whole of their period of study.

#### INTERNATIONAL ACTION

The Rumanian People's Republic has not received any international assistance in its struggle against the shortage of primary teachers since none has been necessary.

At the present time, it is even in a position to send primary teachers, professors, and specialists as well as manuals and pedagogical material, to other countries suffering from a shortage of teaching staff.



## SAUDI ARABIA

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of primary teachers first became apparent in 1950; it has a tendency to diminish and will probably be overcome in 1966.

*Analysis of the shortage.* The shortage affects both men and women teachers in almost equal proportions, and is not confined to any one area.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage springs from an extension in primary education and to a continuing rise in the birthrate which has been in evidence since about 1950. Education is not compulsory.

There are at the present time 5,989 teachers in primary education, of which 2,955 are from Arab countries. The number of teachers necessary to provide schooling for the whole population is not fixed yet.

*Difficulties in recruiting teachers.* The shortage is not due to a lack of interest in the teaching profession. Resignations are not numerically important, and there is an increase in the number of candidates for teacher training.

*Other causes.* The extension of primary education is not accompanied by a parallel extension of teacher training. The shortage is somewhat lessened by taking teachers from neighbouring Arab countries.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Two five year plans were drawn up in the hope that the teacher shortage would be overcome by 1966; these take account of the number of candidates required for the teaching profession; in principle, each district should meet its own requirements in teaching staff.

*Steps to encourage recruitment of teachers.* Trained teachers are granted financial assistance during training.

*Emergency training programmes.* Use has been made of so-called emergency training, for which there are no entry conditions, whereas in the regular training courses, admission is on primary certificate level. The latter lasts three years, whereas the emergency scheme lasts 100 days during holidays and 15 days during work-days. Regular training leads



to a diploma, whereas trainees who take emergency training receive a certificate of training without any merits as regards grade or salary.

*Recourse to staff without pedagogical training.* Teachers without pedagogical training, to whom recourse is had from time to time, must be aged at least 18, have terminated their primary education, be in good health and pass an examination. In-service training enables them to make progress in their calling.

*Special measures.* (a) Primary teaching staff include foreigners from Jordan, the U.A.R., Syria and the Sudan. There are no great differences in status between foreign and national teachers, except that only national teachers can become headmasters. Teachers from neighbouring Arab countries receive a rent allowance equivalent to two months salary and return air ticket for themselves and families once a year. (b) Retirement age has not been raised and no retired teachers have been re-engaged. (c) Women have only recently entered the teaching profession, so no great problems have arisen in this field yet. (d) A general law adopted five years ago provided promotion possibilities every two years until retirement; working conditions for teachers from neighbouring Arab countries were also improved and better organized; they also receive allowances every two years and a special remuneration for their years of teaching service outside Saudi Arabia. (e) There is no military service. (f) The number of pupils per teacher has been increased.

#### INTERNATIONAL ACTION

Saudi Arabia has not received any international assistance in its struggle against the shortage of primary teachers, but it would be grateful for the despatch of specialists and also the granting of scholarships.



## SIERRA LEONE

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* Generally speaking, there is no shortage of primary school teachers, the ratio of 35 pupils per teacher having been maintained for some time. However, there is a shortage of qualified teachers which is tending to worsen each year due to the disproportionate gap between the number of teachers graduating from training colleges and the increase in enrolment. Even if this gap were to be reduced, it would not be possible to find the necessary funds to pay qualified teachers at an adequate rate, higher, of course, than that for their unqualified colleagues.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* No precise figures concerning the birth rate are available. The shortage is not due to compulsory education which has not yet been adopted.

*Difficulties in recruiting teachers.* The shortage of candidates for teacher training springs from a lack of interest in the profession.

*Other causes.* Numerous teachers have two loyalties—to the Church/Mission which is the employer and to the local authority, vested with numerous powers in the running of the schools, such as, for example, the collection of fees.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* No planning has been undertaken except for the general outlines in Unesco's interim report of 1961.

*Steps to encourage the recruitment of teachers.* The training of teaching staff is free of charge.

*Emergency training programmes.* None exist.

*Recourse to staff without pedagogical training.* In order to secure admittance to the teaching profession, the applicant must have had at least nine years education. In-service training is not always possible. Staff without pedagogical training are paid on a lower scale. In order to be appointed to the established staff, teachers without training are encouraged to enter teacher training colleges.



*Special measures.* (a) There are no foreign teachers in primary education; (b) the normal retiring age is 55, but teachers may remain at their posts until 60 or more provided they produce a medical certificate; (c) most women teachers continue to teach after marriage, on the same basis as if they were unmarried; (d) the most recent measures taken for raising the status of the profession were improvements in retirement pensions and the introduction of improved scales for head teachers; (e) so far as reductions or deferments of military service are concerned, these do not apply in Sierra Leone.

#### INTERNATIONAL ACTION

No assistance has been received from abroad, but Sierra Leone would welcome it for the construction and maintenance of 3 or 4 new teacher training colleges and also for assistance towards salaries of teachers; these are inadequately paid during the early years when the length of training is taken into account.



## SPAIN

*From the reply sent by the Ministry of National Education*

In February 1962, Spain had 75,843 primary public schools and 25,000 private schools, staffed by 67,209 certificated teachers (88.6% of the teaching corps), 8,049 non certificated teachers (10.6%), and 585 with no certificates (0.8%). To acquire the "national" teacher certificate, it is necessary to hold the primary teachers certificate from a State teacher training college and to have passed the appointment examination.

The fact that there are 8,049 non-certificated teachers in service springs from the fact that during each year there are losses due to various reasons (deaths, dismissals, retirements, resignations of certificated teachers) and that the posts which fall vacant are temporarily filled by teachers who hold certificates but who did not sit for the appointments examinations or did sit but did not pass them.

Only 0.8% of schools are run by persons without teaching certificates but who have nevertheless satisfactorily completed studies which allow them to fulfil the function of a teacher; in the ordinary way, this would apply to the priest in a locality or to a pupil from a teacher training college.

If it is added that each year 6,000 teachers obtain their certificates, whereas losses stand at 6.5% and that the number of candidates who sit for entrance examinations is always higher than the number of posts to be filled (in 1962, there were 19,272 candidates for 7,000 posts), it can be seen that there is for the moment no shortage of trained teachers in Spain.

### STEPS TAKEN TO ELIMINATE THE SHORTAGE

*Planning to combat the shortage.* In January 1957, a national plan for the building of primary schools was put in hand; its objective, which has already been attained, was the building of 25,000 new classes between 1957 and 1961. At the same time, the training of the teachers required for these new classes was also planned. In consequence, by virtue of a decree in 1957, the necessary credits were voted in the budget for the years 1957 to 1962 to bring the number of posts from 3,000 in 1957 to 4,000 in 1959, to 5,000 in 1960, 6,000 in 1961 and to 7,000 in 1962. At the same time, the buildings and installations for the 109 official teacher training colleges were improved so that they would be ready to train the new teachers and complete their cadres; the number of teaching staff in these schools has risen by 497.

*Steps to encourage recruitment of teachers.* In order to ensure the recruitment of the required number of teachers, financial and social conditions of teaching staff have been improved. The chief measures taken have been the following: a drive to raise the economic and social level of



teachers; substantial raising of salaries; granting of scholarships for studies in teacher training colleges; setting up of schools with timetables and syllabuses designed especially for young workers; accommodation for trainees in rural colleges; granting of a special allowance for certificated teachers in isolated localities where the climate is hard and resources poor, etc.

*Emergency training programmes.* None exist.

*Recourse to staff without pedagogical training.* When it is necessary to have recourse to this type of staff, they remain in service for only a short while. They are sent to schools which, in their geographical location, their isolation, their difficult communications, or their hostile environment make them unwanted by certificated teachers. These non-certificated teachers have no other entitlements to teaching; they receive no in-service training; their salaries are lower than those of certificated teachers and they have no possibilities of admission to the regular teaching staff.

*Special measures.* (a) There are no foreign teachers in primary education. (b) Retirement age has not been raised. (c) No appeals to return have been made to women teachers who left the service on marriage. (d) Steps have been taken to improve the social and economic level of teachers and to raise the status of the profession in order to attract the young. Since 1956, three large increases in salary have been granted; family allowances have also been granted. The most recent increase in salary was on 1 January 1962; a sum of 800 million pesetas were allocated for this, which allowed a rise of 41 % in salary. Also, to encourage teachers to remain in the profession, bonuses are granted every five years. (e) Teachers in official schools are authorised to perform their military service as officers; during the months of the holiday period they take special two-year courses. (f) Travelling teachers, few in number, are sent to hamlets and isolated farms so that children of these isolated places can have the same education as those in more favoured centres, a group school transport service will be arranged from September next and boarding schools will be built for children who, owing to special local reasons, are unable to take advantage of these transport services. In order to fill posts in schools in difficult areas, certain compensatory steps have been taken: time served in such schools counts as double time and special allowances are granted to their teachers.



# SUDAN

*From the reply sent by the Ministry of Education*

## CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of primary school teachers, which appeared in an acute form in 1962, shows a tendency to increase during the coming years but it is hoped that it will be overcome by 1970.

*Analysis of the shortage.* The shortage applies equally to men and women teachers; it is not more acute in one area than another, since regional shortages within the country are guarded against by the centralised control of teacher training and supply.

## CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The increase in the birthrate has no significance in the present situation since education is not yet universal; compulsory education is not yet foreseen. The shortage is due partly to the prolongation of the primary school period from 4 to 6 years and partly to the extension of schooling facilities. The prolongation factor alone requires an increase of 42% in the number of teachers.

*Difficulties in recruiting teachers.* There is no lack of interest in the teaching profession.

## STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* The training of more teachers is part of a seven years educational development plan (1961-1968).

*Steps to encourage recruitment of teachers.* Pupils need no special encouragement to join the primary teacher training institutes.

*Emergency training programmes.* Emergency training schemes exist. Here it is important to differentiate between two types of existing schools, the elementary school of 4 years duration and the village or junior elementary school of 2 to 3 years duration. The development plan already referred to provides for raising schools in the two categories above to 6 year primary schools. Emergency courses for junior elementary teachers consist of three stages of 45 days each, on recruitment and at the end of the first and second years of service. Trainees are recruited from among the successful pupils in the intermediate school final examination (8 years of schooling). After 2 to 5 years service the talented are selected



for a three month course at an elementary teacher training institute. The successful candidates are absorbed into the elementary cadre on the same terms as the graduates of the institutes. Ordinary training of elementary school teachers consists of two years above the intermediate school level. The content includes studies in pedagogy, child psychology and teaching under supervision.

*Recourse to staff without pedagogical training.* As has been mentioned, untrained teachers may be allowed to teach in the junior elementary school; the minimum qualifications are a pass in the intermediate school final examination; in-service training is given on the lines described in the preceding paragraph; they remain on the lower scale of remuneration until they complete successfully the three month course at a teachers institute.

*Special measures.* (a) There are no foreign teachers at the primary level. (b) No measures have been taken for extending service beyond the retirement age. (c) Re-appointment after marriage entitles the schoolmistress to a starting pay equivalent to that which she received before marriage, and to paid maternity leave for four weeks, liable for extension without pay; efforts are also made to post her, whenever possible, near her husband's place of residence. (d) As civil servants, teachers are subject to the general civil service regulations. (e) Coeducation has recently been accepted as a policy in places where the number of children of one sex does not justify the opening of a separate school for them. At present there are 87 elementary and 391 junior schools of this type.

#### INTERNATIONAL ACTION

The Sudan has received assistance from the International Cooperation Administration (now the Agency for International Development) in the field of teacher training for elementary schools.

The best field in which such assistance from international organizations or foreign countries may be received is school building and equipment. This may be in the form of either material or financial aid. Expenditure on buildings is a heavy item on the education budget and consequently an obstacle to expansion in the service.



## SWEDEN

*From the reply sent by the Ministry of Education  
and Ecclesiastical Affairs*

### INTRODUCTION

A new comprehensive nine-year school is being introduced for all children following new regulations dated 1962. This type of school will replace the former primary school and the lower (junior) secondary school. The teachers corresponding to the term "primary school teachers" are the class teachers in the lower (grades 1 to 3) and middle (grades 4 to 6) classes of the comprehensive school. Teachers with infants' school-teaching qualifications teach in the lower classes and elementary school-teachers in the middle classes.

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* As, on the whole, there is a balance between the supply and the demand for primary teachers, there is no shortage properly speaking.

### STEPS TAKEN TO ELIMINATE THE SHORTAGE

*Planning to combat the shortage.* Teacher requirements for primary schools have been thoroughly examined by a committee of experts set up in 1960 in order to look into teacher training. In their report, the experts estimated teacher requirements until 1989, taking account of the following factors: the number of children; the distribution of pupils, regionally and by types of schools; the average number of pupils per class; the organization of the school; number of teaching hours per teacher; the use of teachers in different stages.

In the future, teacher requirements in the upper departments of comprehensive schools will be 40% met by primary school teachers, who have attended supplementary courses.

Planning forecast indicate a requirement of 22,687 teachers for the 1961-1962 school year, 23,336 for the 1980-1981 school year, of which 19,923 and 17,476 respectively refer to class teachers for the lower and middle classes. Infants' school teacher requirements are forecast as 14,232 for the 1961-1962 school year, and 18,119 for the 1980-1981 school year.

*Steps to encourage recruitment of teachers.* No such steps have been taken since there are considerably more candidates than can be admitted to teacher training colleges.

*Recourse to staff without pedagogical training.* Such staff may be used as temporary supply teachers without any conditions as to age or



education ; from the point of view of status they are treated as temporary staff.

*Special measures.* (a) There are no foreign teachers in the primary teaching corps. (b) Retirement age has not been raised and no retired teachers have been re-engaged. (c) No appeals to return have been made to women teachers who left the service on marriage. (d) The status of teachers (conditions of work, remunerations, allowances, etc) is established by collective negotiations between the teachers' organizations and the Civil Department. (e) No reductions or deferments of military service are granted.



## SWITZERLAND

*From the reply sent by the Educational Information Centre  
in collaboration with the teachers' associations*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of primary teachers, in evidence since 1947-1948, increased until 1955-1956 to become subsequently more or less stationary; it is difficult to forecast when the crisis will be overcome.

*Analysis of the shortage.* The shortage is more marked as regards men teachers; there are fairly big differences between one canton and another: thus, for example, in the Grisons canton 10% of posts are not held by regular certificated teachers whereas in the industrial canton of Schaffhausen, this proportion is only 1%.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* One of the principal causes of the shortage of teachers is the steep rise in the birthrate which throughout Switzerland brought about a rise of 28.9% in school enrolments from 1945-1946 to 1955-1956; but here again there are big differences between one canton and another: a rise of 49% in Geneva, and in the same period, a drop of 10.7% in the Appenzell (Rhodes Intérieures) canton. The population increase has now more or less stabilised and the following forecasts can be made: based on a figure of 5,429,061 inhabitants in 1960, there will be 5,875,000 in 1965, 6,420,000 in 1970 and 7,070,000 in 1975. Compulsory education has been in force for a long time, but there is a tendency to extend it (recent enactments in Bâle-campagne, Valais, etc.). This extension may in some cases obviously increase the shortage of teachers still more.

*Difficulties in recruiting teachers.* The present economic situation constitutes a more serious cause of the shortage since more attractive prospects than those in the teaching profession are offered to young people; for young women, however, the profession retains its attractions, but there are many who marry after only several years service and leave the profession. Where, until now, in certain cantons, women teachers were obliged to quit on marriage, exceptions are being made more and more often.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Ever since the shortage of teachers began to preoccupy school authorities, they have concentrated upon forward planning as regards teacher requirements in primary schools, and equally with the means to satisfy future demands.



*Steps to encourage recruitment of teachers.* The principal if not the sole method of alleviating the shortage is to increase recruitment to teacher training colleges. Recruitment is facilitated by granting scholarships, and other forms of financial assistance, to trainee-teachers. In 1961, a total of Frs. 2,092,103 was paid out in the form of scholarships to 1801 trainees. The strength of some classes was doubled, and new teacher training colleges were built to accommodate a still greater number of trainees.

*Emergency training programmes.* Emergency training of teachers is another means used by educational authorities to alleviate the shortage, this solution varying from canton to canton. As a general rule, a distinction is made between two groups of applicants: on the one hand, those who, possessing the school-leaving certificate, have the necessary general education required, and only need pedagogical training (from six months to one year, depending on the canton), and on the other hand, those who have had full vocational training (commercial school, apprenticeship) for whom special courses of two to two and a half years are arranged, followed in some cantons by a compulsory refresher course. It should be borne in mind that the normal duration of teacher training is 4 or 5 years, with the exception of the cantons of Bâle-ville, Geneva and Zurich where the baccalaureate is, or may be, required. The certificate obtained by each of the two categories of recipients of emergency training has equal value with that of the ordinary teacher training college, and their holders are treated on an equal footing with teachers trained in the ordinary way, as regards status, remuneration and social security. In some cantons, members of the teaching corps having received emergency training are required to remain in the same post for at least 2 years; if they have proved competent, they are admitted to the regular teaching staff. It should be remembered that the appointment of teachers is made by the commune and is handled differently from one canton to another. In the Zurich canton, for example, teachers having received emergency training cannot continue their studies with a view to obtaining the secondary school teachers' certificate.

*Recourse to staff without pedagogical training.* It is only very rarely that use is made of staff without pedagogical training, that is, students; this solution has a provisional character, such students not being admitted to the regular teaching staff without having undertaken special training.

*Special measures.* (a) Out of a total of 19,064 teachers in 1960-1961, there were 114 foreigners and auxiliaries (students), foreigners coming from neighbouring countries not being more than 40 or 50 in number. Their status, which varies depending on the canton, is not the same as that for regular teaching personnel; despite the fact that they receive the same salary, they are only engaged on a provisional basis. In some cantons, no foreigners may be employed in primary schools. (b) Retirement age has not been raised but it does happen that retired teachers are re-engaged, and that teachers who could claim the right to take their retirement still remain at work. Out of 19,064 posts in 1960-1961, 300-400 were staffed in this manner, the status of these teachers being the object of special measures. (c) Women teachers who left teaching on



marriage have been re-engaged, or have remained at their posts after marriage; often, however, as they had become auxiliaries, they had to be reappointed; insurance and social security questions were the subject of special rules, and their salaries were often the same as those for unmarried women teachers; there is however a general tendency to abolish or reduce these differences which operate to the detriment of the interests of women teachers who have often more professional experience and greater stability. (d) The status of teachers and their living conditions have been bettered in all the Swiss cantons, but the progressive rise in the cost of living often renders these measures insufficient, other professional groups taking greater advantage of the economic situation. As a general rule, however, the teacher occupies a position which corresponds to his educational level and to his task, and efforts are being made to improve the status of the married woman teacher. (e) Military requirements in no way obstruct the proper functioning of schools, teachers in service having ordinarily finished their recruits' course; training periods are of short duration and the replacement of teachers is required by law. (f) To help rural communes and to check emigration to the towns, special allowances are sometimes given to village teachers. Trainees of teacher training colleges are sometimes sent during their last year of training to vacant posts under the supervision of experienced teachers or of school inspectors; some living accommodation for teachers has been modernised, especially in the country.

#### INTERNATIONAL ACTION

Switzerland has not received any international assistance and does not require any. However, special emergency teacher training courses organised in other countries would present great interest and the Swiss authorities would be glad to have full details of such courses as well as information on the results obtained.

#### MISCELLANEOUS

It is the shortage of primary teachers which must be blamed in some cantons for the delay or deferment of planned reforms, such as the extension of teacher training courses, reduction in the number of pupils per class, extension of compulsory education or the lightening of the burden laid upon older teachers, etc.



# SYRIA

*From the reply sent by the Ministry of Education*

## CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* A shortage of primary teachers has existed for a long time, being especially marked in 1946, the year when Syria became independent. The tendency is for the shortage to diminish thanks to the increasing output of primary teacher training colleges, and it is forecast that the crisis will be overcome in about five years from now.

*Analysis of the shortage.* The shortage is most marked as regards men teachers; in remote areas; in certain agricultural districts, and more especially in the frontier areas.

## CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage has many causes, among them the rise in the birthrate (even though this is small), the closing on independence of some foreign schools whose pupils were sent to national schools, and the extension of compulsory education by one year. As the birthrate has remained more or less stable over the last few years, it is unlikely that it will increase again immediately.

*Difficulties in recruiting teachers.* Lack of interest in the teaching profession cannot be accounted a reason for the shortage of teachers, since the number of applicants to teacher training colleges is rising. On the other hand, account must be taken of some resignations of teachers having obtained a university degree; such resignations can only be accepted after a period of teaching three times longer than the training provided in a teacher training college.

## STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Current planning is aimed to increase the number of teacher training colleges.

*Steps to encourage recruitment of teachers.* There has been a rise in the number of trainees in the general section of primary teacher training colleges: this section trains masters in the teaching of practically all subjects in the primary school syllabus. New sections have also been opened in these colleges dealing with music, physical culture, domestic science, fine arts (drawing, painting), and rural subjects. The number of baccalaureate holders admitted to one year courses in teacher training colleges has risen. It should be emphasised that teacher training colleges are free of charge to trainees, that they are granted presalaries during their training and that the admission of trainees from areas especially touched by the shortage is facilitated.



*Emergency training programmes.* None exist.

*Recourse to staff without pedagogical training.* Recourse is had to auxiliary teachers who have no pedagogical training; they are holders of the final secondary school certificate (or sometimes, though rarely, the final preparatory school certificate), and their age varies between 16 and 18 years. Prior to commencing teaching, such teachers must take a two week course under the supervision of the regional director of education, and a qualified secondary school headmaster. They are paid £S 150 per month, in contradistinction to teachers from primary training colleges who receive £S 245 per month.

Optional in-service training courses are organised annually to coach such auxiliary teachers for the final examination of the general section of teacher training colleges. Obtention of the teacher training college certificate permits them to be appointed to the regular staff as certificated teachers.

*Special measures.* (a) There are no foreign teachers in primary schools. (b) No appeals have been made to retired teachers to re-enter the service. (d) Steps have been taken to raise the status and salary of teaching staff: formerly, promotion prospects stopped at Grade 4, but in 1960 they were given the right, subject to certain conditions, to rise to Grade 3. (e) No steps have been taken to reduce or defer military service for teachers. (f) Other steps taken include: rise in the number of pupils per class; in the number of classes per teacher; introduction of coeducation in the three first years of the primary grade; engagement under contract of teachers from Arab countries; introduction, even in large cities, of a shift system in some schools having insufficient space; rise in the number of teacher training colleges for women (with special facilities for those coming from frontier areas especially touched by the shortage).

#### INTERNATIONAL ACTION

Syria has not received any assistance in its struggle against the shortage of primary teachers, either from abroad or from international organizations, and none is required.



## THAILAND

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of teachers has been in existence since the promulgation of the law of 1921 on compulsory education; it is tending to diminish and will perhaps be overcome towards 1980.

*Analysis of the shortage.* The shortage is more acute in isolated provincial areas where living conditions are difficult.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The rise in the birthrate and the increase in the number of pupils in primary schools are both responsible for the shortage, without being principal causes; these increases, in evidence for some 20 years, are tending to rise more steeply. It is the extension from 4 to 7 years' education which is one of the major causes of the shortage.

In 1960, there were 110,189 primary teachers, in both public and private schools, (comprising classes 1 to 4) for 3,938,687 pupils (15% of the entire population); the ratio of pupils to teachers was thus 38 to 1. It should be noted that, at present, some 97% of children of school age (8 to 15 years) are in classes 1 to 4 and that to extend compulsory education from 4 to 7 years duration it would be necessary to have available each year a larger number of teachers to meet both the increase in the school population and the educational requirements of classes 5 to 7.

*Difficulties in recruiting teachers.* There is nothing to show that the teaching profession lacks interest as a career.

*Other causes.* Despite the constant need for still larger numbers of teachers and the annual rise in the number of qualified teachers, employment possibilities are limited by budgetary considerations. Despite the fact that private schools absorb each year a large number of teachers, there is still a considerable number of teachers unemployed. The shortage is brought about partly by problems of placement and distribution of teaching personnel: the shortage is rare and there is even a surplus of teachers in metropolitan and urban areas but an acute shortage in isolated provincial areas. It is estimated that there are at present some 4000 primary teachers working in all levels of the administration, but not in teaching. Professional mobility is now at a very high rate; each year, a relatively high number of teachers request leave to pursue advanced studies, leaving their teaching job temporarily vacant.



## STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* The extra teacher requirements in the next ten years are being studied so as to be able to extend compulsory education and to evaluate the number of teachers necessary.

*Steps to encourage recruitment of teachers.* Certain measures have been taken despite the fact that they are less necessary than they were during the last twenty years. It is probably because opportunities for employment are limited in other sectors of the economy that an ever-increasing number of high-school graduates seek admission each year to teacher training colleges. In addition to this, the teaching profession offers better future prospects for young and talented people.

*Emergency training programmes.* Such training has been discontinued, the shortage becoming less critical these last few years.

*Recourse to staff without pedagogical training.* Persons without pedagogical training cannot teach unless their level of education is not less than *mathayom* 6 (class 10) with the exception of certain isolated areas where cultural and economic conditions demand special solutions. 18 years is the minimum age requirement. In-service training and external studies leading to the obtention of professional certificates are encouraged. Teachers without previous pedagogical training receive a lower salary and have in general less promotion opportunities. In other respects however, they enjoy same rights and privileges as the regular teaching staff. Even without pedagogical training, teachers in this category are usually admitted to the regular teaching staff.

*Special measures.* (a) There are no foreign teachers. (b) Retirement age has not been raised and teachers already retired are not re-engaged. (c) Women teachers who left on marriage are not specifically encouraged to re-enter the service. (d) Efforts have been made in many ways to raise the status of the profession: expansion of promotion opportunities, encouragement of participation in professional activities, offering of long in-service training opportunities, improvement of salary scales, professional qualifications and welfare. (e) Teachers are entirely exempt from military service. (f) Other measures taken in the struggle against the shortage of primary teachers are: adoption of two-shift system in certain areas, especially in crowded cities; adoption of the one-teacher school; universal practice of coeducation; introduction of radio lessons.

## INTERNATIONAL ACTION

No assistance in this field has been received from abroad up to now, and for the moment none is requested.



# TOGO

*From the reply sent by the Ministry of Education*

## CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* A shortage of teachers has always been felt in Togo, but since 1958 it has become more acute, following the heavy rise in school enrolments; it has a continuing tendency to rise despite government efforts to halt it.

*Analysis of the shortage.* Women are becoming more and more willing to enter teaching. The shortage is felt generally throughout the country.

## CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage is due to a rise in the number of primary school pupils, mainly since 1958, which is becoming still more acute. In 1961-1962, 1200 primary teachers were faced with a total enrolment of 115,470 pupils. From the official Unesco norms the population of children of school age of any country represents about 15% of the total, which for Togo would be 225,000 children of school age: this calculation demonstrates that Togo is only 50% scholarised today.

If it is considered reasonable that a class should consist of 45 pupils, it can be seen that Togo will need double the number of teachers at the present time to normalise the situation and four times as many to scholarise the total number of children in the country. The rise in the enrolments of both pupils and teachers is as follows:

Years	1949	1956	1962
Pupils . . . . .	37,285	66,481	115,470
Teachers . . . . .	294	455	1,200

*Difficulties in recruiting teachers.* There is no difficulty in this respect since the number of candidates for the teaching profession is continually rising.

*Other causes.* The awakening of the population to the benefits and attractions of education has also contributed to the shortage.

## STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* The plan drawn up by an expert from Unesco, cannot, for reasons given above, be implemented in its entirety.



*Steps to encourage recruitment of teachers.* Certain steps have been taken in this respect.

*Emergency training programmes.* For nearly five years an emergency training course for primary teachers has been in force. This consists in sending young people, who hold elementary and upper primary certificates, to teacher training colleges for one year, admission being by examination. At the end of this year of training they are appointed to the regular teaching staff. In the ordinary way, this would have meant four years training. Teachers having taken this emergency training course enjoy the same status and salary as their colleagues trained in the ordinary way. They are appointed without any formality to the teaching corps, trainee teachers even having the advantage of an assured post, in advance, in the teaching cadres.

*Recourse to staff without pedagogical training.* In view of the magnitude of the needs and the limited numbers of qualified teachers, recourse is had to staff without pedagogical training. No special training is laid down for them in service. Their level ranges from simple primary school certificate to the first part of the baccalaureate and their age varies between 20 and 35 years.

From the point of view of status and salary, this type of staff is fitted into the different categories of teaching staff, comprising three cadres: (a) monitors who hold the elementary primary school certificate. (b) deputy-teachers (holders of the elementary or the upper primary certificate, or the first part of the baccalaureate). (c) certificated teachers (higher cadre) who hold the baccalaureate. However, on commencement in the teaching corps, and whatever the previous education or the order in which it was taken, all teachers must begin by a period of probation and must sit for an examination in order to become certificated. The age of this type of staff varies between 20 and 35. Professional examinations provide a quicker method of advancement than that of seniority, which is very slow.

*Special measures.* (a) There are no foreign teachers in primary teaching. (b) Retirement age has not been raised, and no call is made on retired teachers. (c) No calls have been made on married women teachers to re-enter service. (e) There is no military service.

#### INTERNATIONAL ACTION

Togo has not received any external assistance in its struggle against the shortage of primary teachers.



## TUNISIA

*From the reply sent by the Secretariat of State for National Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of teachers in primary education is a result, immediately after independence and from 1956, of the governments' decision to proceed with a planned and rapid extension of scholarisation. The shortage has a tendency to increase in view of the fact that the rhythm of extension planned exceeded from the start the requirements in recruitment and training of teachers.

It is possible to foresee when the crisis will be surmounted since, from October 1961, more than 800 pupils are, in their third year of secondary education, being orientated towards teacher training colleges or teacher training classes in lycées and colleges; the first output of graduates will be available on 1 October 1965.

*Analysis of the shortage.* The shortage of women teachers is more marked than that of men teachers; it is felt in all areas of the country. There are no minority problems. The number of teachers in service is about 9,500, but to ensure total scholarisation of all children of primary school age, requirements would be 14,937 (ten year plan forecast).

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage is due to a general retardation in training of cadres prior to independence. The rising birthrate, which is already high being 2% per annum, also helps to worsen the shortage. The shortage is not due to extension of compulsory primary education.

*Difficulties in recruiting teachers.* Numerous and varied outlets are available to graduates from high schools and the attractions of a career in education are not always the strongest. The number of resignations is practically insignificant among certificated teachers, but is however fairly heavy among temporary staff.

*Other causes.* The small proportion of girls educated before 1956 explains largely the very small part played by women in education; this will continue to have its effect in the years immediately ahead.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Teacher requirements have been worked out in the ten year plan for the period 1959-1960 to 1968-1969.

*Steps to encourage recruitment of teachers.* Three years general education are free and trainee-teachers receive scholarships as well as books and scholastic necessities; certain allowances are made towards outfit. In the



fourth year of professional training, trainee-teachers receive the same salary as commencing teachers. The best elements are authorised to continue to higher studies within the teaching profession.

In order to enlighten third-year secondary school pupils, as well as their parents, on the advantages of the teaching profession, circulars are sent from time to time to secondary schools.

*Emergency training programmes.* Until now, this type of training was necessary. It is for young people holding a secondary school certificate, lasts one year and has a strictly professional character. It is carried out not by teacher training colleges but by primary school inspectors with whom the trainees are placed throughout the school year. There is no difference from the point of view of status and remuneration between such staff and the regular staff.

*Recourse to staff without pedagogical training.* At the present time, recourse is had to staff not having received any pedagogical training. Such staff must be aged at least 18, and the other entry conditions are as follows: teachers must hold a secondary school certificate; monitors in the first category must hold the first part of this certificate; monitors in the second category must have followed secondary school until at least the third year. In-service training is given to this type of staff within the framework of further training of teachers (see publication No. 239 of the I.B.E. pps. 166-167).

There is no difference in status for teachers who have and those who have not received professional training. The salary scale applied goes from index 185 to 390. Their certification is authorised only after two years probation and the passing of the examination for the certificate of aptitude for primary education. Through competitive examinations they may attain the grade of assistant-professor and obtain the headmastership of any primary school.

Monitors in the first category are paid salary based on indices 175 to 315 and are subject to the same conditions of certification as regular teachers. Once certificated, such monitors can attain the grade of teacher after having passed a probative examination in general education but they can only apply for the headmasterships of schools of not more than four classes.

Monitors in the second category are paid a salary based on indices 130 to 230 and are certificated after three years probation, if the marks awarded by the inspectorate are equal to or higher than 11/20ths and after successfully passing an oral and practical professional examination. Once certificated, they can attain the grade of monitor in the first category after having passed a probative examination; they can then pass to the next higher grade and become teachers on the same conditions as monitors in the first category; monitors in the second category cannot apply for headmasterships.

*Special measures.* (a) Recourse is still had to foreign teachers; most of them are from France with whom a bilateral cultural and technical agreement is held; others come from Belgium, Algeria and Switzerland. During the year 1961-1962, 620 foreign teachers on 8,510 national teachers represented 6.8% of the teaching corps. When recruited on the spot all



teachers other than of French nationality and having the required certificates for public education in France are employed under an internal public service contract with the same emoluments as their Tunisian colleagues. Recruited outside the country, foreigners other than French are employed under contract which fixes the amount of their annual remuneration (generally the same as that paid by the Tunisian government to French teachers under the 1957 protocol) and allowing them refund of their transport costs and expenses and hotel if they are heads of families (for a maximum period of fifteen days) and finally, every two years, their fares to Marseilles, for them and their families.

Since October 1959, teachers of French nationality, whether certificated or not, holding certificates required for public education in France, can benefit from the advantages granted under the Franco-Tunisian protocol on cultural and technical cooperation of 15 April 1959.

(b) Teachers can claim retirement at 55 years; since 1959, date of the coming into force of the new general statute for public servants, the age of retirement has been fixed at 60 years for all public servants. Teachers who wish to continue teaching, and show themselves able to do so can request an extension of service for a maximum of three years.

(c) There are very few cases of women teachers leaving the profession on marriage; if they do, it is of their own accord, for no rule exists to compel married women to resign.

(d) Within the framework of the reform of the public service, steps have been taken to raise the status of the teaching profession. Teachers now have improved possibilities of entering higher positions such as assistant-professor at a school of instruction, headmaster of such schools, assistant inspector of primary education. The rhythm of promotion has been accelerated, the last stage being attainable after sixteen years service (previously eighteen years); the index of salaries in the terminal echelons has been raised from 360 to 390; special allowances have been granted to the teaching corps, primary teachers benefiting the most.

(e) The shortage of teachers has made it necessary for the Secretariat of State for national defence to grant total exemption of military service to teachers.

(f) Mention must also be made of the reduction from seven to six years primary education; reduction of timetables (from 30 hours per week for the seven years, the weekly timetable has been brought down to 15 hours for the first two years and 25 hours for the other four); coeducation, practised in the majority of newly opened schools; employment of contractual teachers.

#### INTERNATIONAL ACTION

As far as international agreements to assist Tunisia in her struggle to recruit teachers for primary education are concerned, only the Franco-Tunisian protocol for cultural and technical cooperation can be cited.

International assistance could only be of use were it to provide qualified teachers for the French language. But since almost all French-speaking countries have their own difficulties as regards primary teaching staff, the Tunisian government has decided that the setting up of a programme of local primary teacher training is of the first importance.



## TURKEY

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There is a disproportionate gap between the numbers of teachers available for primary education, and the requirements in staff, which results in a shortage of teachers, this being in evidence since 1923. It is tending to diminish, and will be overcome towards 1972.

*Analysis of the shortage.* The shortage of staff is felt in equal proportions among both sexes, and is not confined to any one area of the country. The number of teachers necessary to provide general scholarisation for all children of school age is 90,000 but at the present time there are only 53,114 teachers in service.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* One of the causes of the shortage is the rising birthrate, in evidence since 1928, but which has a current tendency to decrease. The spread of compulsory education is another cause, the government intending to provide schooling for all children aged 7 to 14 between now and 1970. The extension of compulsory education cannot be invoked as a cause of the shortage.

*Difficulties in recruiting teachers.* Insufficient remuneration, social and moral status of the teaching profession, as well as the lack of teacher training colleges all contribute to the shortage of teachers.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Planning to this end is in hand.

*Steps to encourage recruitment of teachers.* Board and lodging is free for trainee-teachers.

*Emergency training programmes.* Training programmes of this nature are scheduled; applicants must have at least the elementary school certificate, or the lower grade secondary school State certificate; they must take a six week course and this will give them the right to teach in primary schools. No difference in status or salary is made between them and the regular teaching staff. After having successfully taught for two years in primary schools, they can be appointed to the regular teaching staff.



*Recourse to staff without pedagogical training.* The shortage of primary teachers has made such recourse necessary. Applicants must be in possession of the school-leaving or higher school certificate, be aged 18 or more, and pass the pedagogical training examination. While in service, this category of teachers must attend holiday seminars. There is no difference in status or salary between these teachers and those of the regular teaching staff, but in order to be appointed to the regular staff, a one-year probation period is prescribed, as is the case for qualified teachers from teacher training colleges.

*Special measures.* (a) There are no foreign teachers in primary education. (b) Retirement age has not been raised. Some retired teachers are re-engaged by private schools. (c) Women teachers who left teaching on marriage are not specifically encouraged to re-enter the profession. (f) Among other measures must be mentioned travelling teachers and alternate classes, both of which steps are at present being studied.

#### INTERNATIONAL ACTION

Turkey has received no assistance from abroad or from international organizations in its struggle against the shortage of primary teachers. It would be glad to receive assistance as far as educational equipment is concerned.



# UNION OF SOVIET SOCIALIST REPUBLICS

*From the reply sent by the Ministry of Education of the Russian S.F.S.R.*

## INTRODUCTION

Compulsory general education is given in the eight-year school for children between 7 and 15 (or 16) years of age. Separate four-year primary schools are often found in sparsely populated areas, comprising the first four classes with one, two or three or more teachers depending on the number of children; pupils are subsequently transferred, without admission examinations, to eight-year schools, or to the nearest secondary school. In each of the first four classes, the number of pupils must not be more than 40; this is reduced to 20 in one-teacher schools. At the primary stage, one teacher only is charged with teaching all the subjects forming part of the curriculum.

Training of primary teaching staff is carried out in specialised pedagogical institutes over four years, after the basic eight years education is finished, or two years study for candidates from secondary schools.

## CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* A shortage of primary teachers made itself felt during the period 1950 to 1960. Since the number of admissions to teacher training colleges has been considerably stepped up, primary education requirements in teachers are at present being met.

*Analysis of the shortage.* During the years of shortage, the remoter areas were the most severely struck, as well as the schools of certain of the autonomous republics.

## CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* To a certain extent, the shortage of primary teachers between 1950 and 1960 sprang chiefly from a rise in numbers in the school population in the four first classes.

*Other causes.* Among other causes should be mentioned the development of new forms of education (boarding schools, schools and groups with a prolonged day). These innovations have necessitated the recruitment of a larger number of educators above the number of teachers necessary.

## STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Long-term and annual planning has been set up for the general lines of educational development and teacher requirements for all types of schools, with a particular importance as regards teacher training.



*Steps to encourage recruitment of teachers.* Students at pedagogical institutes as well as at other secondary and higher specialised establishments are granted scholarships and are housed free in student hostels; those among them who are training to teach in schools in the far north have all their expenses paid by the state. In order to attract more apt and better educated candidates, a big information campaign is undertaken in schools and among young people to emphasize the importance of the teaching profession.

*Emergency training programmes.* Alongside the regular training of teachers, an emergency scheme lasting one year is authorised in the better secondary establishments; for admission, candidates must be graduates of complete secondary education. On an equal footing with regular trainee-teachers, they receive scholarships and are housed free during their studies; they also enjoy the same status as regards remuneration and pension rights, as well as the same advantages as teachers trained in the ordinary way.

Furthermore, candidates having successfully followed the correspondence courses of pedagogical institutes can obtain posts with the same rights and advantages as teachers trained in the ordinary way.

*Recourse to staff without pedagogical training.* Teachers having had only general secondary education and not having completed 15 years service receive lower salaries than those having received pedagogical training; on the other hand, they are placed on an equal footing with the latter when they have completed 15 years service.

*Special measures.* (a) As a general rule, teaching staff in primary schools are Soviet citizens; however, foreigners who teach in schools enjoy the same rights and advantages as nationals.

(b) Salaries are increased every five years; after 25 years service, a "service pension" corresponding to 40% of the salary is paid, even to teachers who remain in service. Women teachers aged 55 years and teachers aged 60 having 20 years service can obtain an old age pension, equivalent to 65% of their salary, but they must resign their posts. Those among them who, after having obtained the old age pension, take up pedagogical activity again receive a "service pension" in its stead.

#### INTERNATIONAL ACTION

The Union of Soviet Socialist Republics has not received any international assistance as regards teaching personnel, this problem being entirely solved from its own resources. On the other hand, the U.S.S.R. assists other countries in order to help them to train primary teachers for their schools.



## UNITED ARAB REPUBLIC

*From the reply sent by the Central Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The number of primary teachers in service corresponds to present school enrolments. It should however be increased in order, on the one hand, to allow the U.A.R. to fulfil its obligations towards Arab or other countries by seconding them some of its teachers and, on the other hand, to implement the projects of the ministry for the development and improvement of primary education. The spread of education, carried out without regard to the requirements in teachers which this would create, has resulted in a lack of teachers which the authorities are now striving to overcome.

The shortage was first felt from 1956, when the different types of primary schools were all brought together under one type for a compulsory period of schooling of six years. Since 1956, the steps taken by the ministry have helped gradually to eliminate the shortage; government projects modified since 1959-1960 will allow the shortage to be overcome by 1962-1963.

*Analysis of the shortage.* From 1956, primary education was declared open to both sexes, and the ministry is striving to encourage the entry of women teachers to the profession. A big recruiting campaign is under way to replace men teachers as and when required, especially in the first four years of the primary school. So far as is possible, the ministry recruits primary teaching staff locally in each area. Various steps have been taken to allow entry to teacher training colleges of trainees from adjoining areas. There are in practice no minorities receiving special education, since primary education is unified under state control and is open to all children without distinction as to race or religion.

### CAUSE OF THE SHORTAGE

*Increase of population and compulsory education.* Population increases entail an increase annually of 2.1% in the primary school population. The generalisation of compulsory primary education has contributed to the shortage of teaching staff as has also the extension of compulsory education brought into force in 1956. Extension of compulsory education alone requires an estimated increase of 3,700 teachers.

Education authorities foresee total scholarisation by 1970. In this connection, the recruitment of 23,410 new teachers between now and 1965 is necessary, and a total of 45,775 between now and 1970. During 1961-1962 there were 710,697 teachers of both sexes in service in public and private primary schools.

*Difficulties in recruiting teachers.* Some women teacher training colleges in isolated areas lack recruits since there is an insufficient number of girls



graduating from upper secondary schools. In these areas, respect for tradition bars the way to young women wishing to enter the teaching profession. Among other causes, mention must be made of bad communications.

In a general way, there is no lack of interest in the profession, and furthermore candidates to teacher training colleges benefit from special measures designed to facilitate entry thereto.

#### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* The ministry has laid down a second ten year plan for primary education which will be carried out in two stages, from 1960 to 1965 and 1965 to 1970.

*Steps to encourage recruitment of teachers.* Tuition is free in primary teacher training establishments. From 1962-1963, the training period will be raised from four to five years and will allow a raising of the cultural and professional competence levels of trainees in these establishments. Also, classes have been attached to a large number of these training establishments for holders of the secondary school certificate who follow a two-year professional training course before being admitted to primary teaching. Teacher training colleges have been set up on a large scale in each educational district, and housing has been improved both for trainees and teachers living outside their proper zones. Hostels have been opened for young girls who are taking teacher training courses as well as for women teachers. Living standards for primary teaching staff are raised whenever possible. A trade association which looks after educational, recreative and economic aspects of the profession was set up in 1955. Further training courses were organised to improve proficiency and to bring the professional knowledge of the teaching corps up to date. Entry to higher teacher training colleges for secondary school teachers has been eased for those teachers who show superior talent. Women teachers can place their children in infant schools attached to primary schools; they are transferred to the school nearest their husband's place of work if they wish. Young women teachers are allowed to marry as soon as they have graduated from teacher training college. Teachers who complete further training and specialised courses are awarded bonuses. Entry to specialised courses attached to teacher training colleges is facilitated for talented men and women teachers who are granted two years' leave of absence on full pay. Allowances are also granted to talented pupils of teacher training colleges.

*Emergency training programmes.* The ministry has had recourse to this type of training which is open to candidates having completed secondary school. Ordinary training courses are open to holders of the lower secondary school certificate. Emergency training can be of long or short duration. In 1925 it took place in the evenings, in 1952 in the mornings. The 5-year course will be cut to 2 from 1962 for holders of the final secondary school certificate. The certificate granted at the end of emergency training is of less value than that granted under ordinary training. Teachers trained under the emergency schemes are obliged to follow further training courses run by the further training directorate. It is



only after completing these courses that they can be admitted to regular teaching staff status. The basic salary of a teacher trained in the ordinary way is higher than that of an emergency trained teacher; however, in view of the compulsory further training courses mentioned above, the latter teachers can eventually and retroactively be granted the allowances to which their years of service entitle them.

*Recourse to staff without pedagogical training.* Such staff are employed, if holding a school certificate of a level higher than that in which they will be teaching (baccalaureate in the case of future teachers), and are aged at least 18. From entry, they are also required to follow pedagogical courses.

Their financial situation is the same as that of graduates of teacher training colleges. Teachers without pedagogical training are admitted to the regular primary teaching staff when they have completed their further pedagogical training courses.

*Special measures.* (a) There are no foreign teachers in primary education.

(b) Any teacher can request, where circumstances require it, an extension of service to the end of the school year in which he is to be retired under the age limits rule. After having left his post, he can take up gainful employment again if his state of health is satisfactory and if the reports on his service are good.

(c) Present regulations on the status of public servants allow married women teachers to continue service, though it was not the case before the shortage became evident.

(d) Primary teachers have for several years enjoyed a satisfactory material situation due to an increase in their basic salary. Various measures have been adopted to raise the cultural and professional competency levels; as well as those steps already mentioned, there are others which facilitate study abroad; scholarships; possibilities for women teachers to take part-time jobs; posting of teachers to their home areas; compulsory enrolment in the teachers' association (with possibilities of obtaining loans, the right to medical fees at a reduced rate in the hospitals approved by the association, etc.), and numerous privileges granted to teachers in remote or underprivileged areas.

(e) The duration of military service is reduced for certificated teachers; students in general are allowed deferments until the end of their studies. The period of military service is not deducted from years of service, and all candidates who have completed their military service are granted priority in appointments.

(f) The setting up of new primary classes depends on the number of teachers available. The number of pupils per teacher has been raised. Postprimary teachers are used in primary teaching and coeducation in general.

#### INTERNATIONAL ACTION

The United Arab Republic has received international assistance in the form of scholarships of which a part have been reserved for primary teachers. All other assistance consisting of scholarships, or of pedagogical equipment would be highly appreciated.



# UNITED KINGDOM

## England and Wales

*From the reply sent by the Ministry of Education*

### INTRODUCTION

It is not the practice to define the numbers of teachers required in the schools, and it is consequently impossible to make absolute measurements of the shortage. It is the aim of current policy to eliminate all classes of more than 40 pupils from age 5 to 11, and more than 30 pupils from 11 years of age upwards to obtain a ratio of 27 pupils per teacher in primary schools and 16 per teacher in secondary schools.

There is no separate and distinct category of primary school teachers. Teachers in both primary and secondary schools are members of a single profession with common status, standards of qualification and salary scales. Qualified status is obtained either by successfully completing an approved course of training (since 1960 normally of three years' duration) or by possession of a University degree or other approved advanced qualification. A qualified teacher is eligible to seek employment at any type of school. Thus, the report which follows relates often to the teaching profession as a whole and not specifically to teachers in primary schools.

Graduates are encouraged, but not obliged, to take a one-year course of professional training. The salary scale (with equal pay for men and women) is a common basic scale (at present £570 — £1,170) with additions for training if more than two years have been devoted to approved full-time study and for degree status with a further addition if the degree is a first or second class honours degree. The majority of graduates teach in secondary schools. The proportion of women teachers is highest in the primary schools: infants' classes (aged 5 to 7) are staffed entirely by women.

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* Measured by the criteria of a pupil-teacher ratio of 27 to 1, there is a shortage of primary teachers. Current figures show an average ratio of 29 to 1. The National Advisory Council on the Training and Supply of Teachers produced a report in May 1962 on the demand and supply of teachers from 1960 to 1980, in which it was estimated that the supply of full-time teachers would fall short of the number required to eliminate oversized classes in primary and secondary schools by 49,000 in 1970 and 56,000 in 1975. The shortage would occur mainly in primary schools.

The schools emerged from the second world war with staffing difficulties. As an immediate development from the 1944 education act the aim was formulated of eliminating junior classes of more than 40 pupils and



senior classes of more than 30 pupils. The shortage of teachers has persisted since that time.

There is now a tendency for the shortage to increase, i.e. for the pupil-teacher ratio to worsen.

It is not possible to predict when the crisis will be overcome, despite all the measures in hand to increase the supply of teachers; the problem will undoubtedly remain a serious one for many years.

*Analysis of the shortage.* The shortage is most marked in the case of women teachers who share in the national tendency towards earlier marriage and are subject to higher rates of wastage than men teachers; the situation is made more acute by the fact that the impact of the rising birthrate is felt first in the primary schools and also that primary schools are staffed mainly by women teachers. Some areas of the country suffer more acutely from the shortage because they are relatively remote and inaccessible, or for other reasons.

#### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The rise in the birthrate first became apparent in 1957 and was confirmed in 1958 and subsequent years. The primary school population, just over 4 million in 1961, is expected to rise to 4.9 millions in 1970 and 5.0 millions in 1975. Latest forecasts suggest that the birthrate will continue to rise.

*Difficulties in recruiting teachers.* There is no lack of interest in the teaching profession; on the contrary the demand for training from suitably qualified candidates, especially women, is greater than can be met.

#### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Among the steps planned are the expansion of the output of teacher training colleges, a continuation of the campaign to persuade married women teachers to return to service and the recruitment of more part-time teachers. The number of teachers in part-time employment has increased from the equivalent of 7,000 full-time teachers in January 1960 to the equivalent of 10,000 in January 1962 and an estimated 12,000 in January 1963.

*Steps to encourage recruitment of teachers.* Recruiting publicity is carried out both centrally and by local authorities. Recruitment pamphlets are widely distributed. Grants have for some time been available to all students preparing to teach in England and Wales; their amounts have recently been increased. The main difficulty therefore is not so much in finding suitable candidates for training as in providing the facilities to train them.

*Emergency training programmes.* In the immediate post-war years there was an emergency scheme of one-year training of ex-service candidates and others. Up to 1960 the normal training course was of two years duration, but it has been extended to three years since that date.

Older candidates with better qualifications than those normally required for entry to a training college together with some other mature



candidates with high qualities of character and experience may be admitted to shortened courses.

Teachers trained in this way have the same status and are paid on the same salary scale as those trained by the normal method. They are automatically incorporated into the regular teaching force.

*Recourse to staff without pedagogical training.* Two categories of staff can be recruited without previous pedagogical training; on the one hand, graduates, and holders of certain other advanced qualifications, who are entitled to recognition as qualified teachers without being required to undergo professional training (in practice, many of them do, but non-graduate teachers are rarely employed in primary schools); on the other hand, persons not possessing the required certificates, or temporary staff.

For temporary teachers the minimum age and the educational qualifications required are similar to those prescribed for entrants to ordinary training colleges: that is, they must be aged at least 18 and possess a minimum of five passes at ordinary level in the General Certificate of Education, or equivalent qualifications. In principle, they are engaged for a maximum of two years, but in certain circumstances, their employment may be extended for one year at a time. They are not given in-service training, but commonly are students awaiting admission to full time courses in training colleges or universities. As temporary teachers their remuneration is considerably lower than that of qualified teachers, and they have no possibilities of incorporation into the regular teaching staff except by successfully completing an approved course of training or by obtaining a degree or other approved qualification. Their salary scale is from £400-520 per annum.

*Special measures.* (a) Foreign teachers have not been called upon. There is an interchange of teachers on a very small scale with the United States and with some European countries; in 1961, there were 1,051 overseas assistants for conversation work in modern languages in the schools of England and Wales (as compared with 689 English and Welsh assistants who served in European schools). Overseas teachers with approved qualifications may be admitted to schools in England and Wales; their salary scales and conditions of service are the same as for other qualified teachers, but the number of such teachers employed is insignificant.

(b) Teachers may retire at any age but cannot draw their pension before the age of 60. Local authorities have been asked to encourage as many teachers as possible to remain at work and the success of their appeal is shown by the fact that the number of teachers over 60 remaining in service has increased by nearly 10% over the past year. Teachers who so defer their retirement do of course retain their salaries and conditions of service. Teachers who have retired are also encouraged to seek re-engagement on a part-time basis. A limitation is imposed on their part-time engagement, in that their part-time earnings, plus their pension, must not exceed the salary they would receive if they were still in service.

(c) A national campaign to persuade married women teachers to return to service was launched by the Ministry early in 1961 and has been enthusiastically taken up at local level. About 9,000 married women teachers returned to the service during the first 20 months of the campaign. A married woman, formerly a qualified teacher, who returns to full-time service, is re-absorbed into the regular teaching force with normal condi-



tions of service and on the appropriate salary scale. She is given incremental benefit for her previous teaching service.

(d) No steps have been taken to raise the status of primary teachers as distinct from that of teachers as a whole. The normal training requirement for entry to the profession has been increased with effect from 1960 from two to three years. The salary scales for qualified teachers are frequently reviewed by the Burnham Committee. The current salary scales came into force in January 1962, and negotiations are now proceeding for a further revision in April 1963.

(e) As regards military service for teachers, no steps are necessary in this context.

(f) Although no policy decisions have been made in this respect, it is clear that if the number of teachers available does not match the rise in the school population there will be an increase in the size of classes. The Minister has called for an increase in training college capacity, the retention in use of training college premises which were scheduled for replacement under the expansion programme and the establishment in densely populated areas of some temporary day training colleges in existing premises. A combination of these measures had the effect of increasing the intake into the training colleges in the autumn of 1962 from the expected 15,200 to 17,000.

In January 1963 the decision was announced to increase still more the output of trained students by a combination of further capital investment in new plant and special measures to improve the productivity of the colleges as a whole. The measures which are now being examined include the introduction of a four-term year or of a longer working day and the re-arrangement of teaching practice in longer blocks in the form of further education. The training colleges should by these means contribute 80,000 students in training by 1970 instead of the 65,000 planned under previous arrangements.

Since 1956, a scheme has been in operation to ensure better geographical distribution of teachers. Each local education authority is given an annual quota representing an equal share of the total number of full-time teachers who are estimated to be available for primary and secondary schools. Those local authorities who have less difficulty in recruiting staff must not exceed their quota in order that other less popular areas may have a better chance of reaching theirs. Part-time teachers, who are assumed to be "immobile" in the sense that they can be employed only near their homes, are excluded from quota arrangements, as well as married women returning to teaching during the first year of their return. The quota system has done much to improve the distribution of teachers and hence to protect the more vulnerable areas from the shortage.

#### INTERNATIONAL ACTION

No international assistance has been received in the struggle against the shortage of primary teachers and none is requested. It would however be useful to have information about the measures adopted in other countries to deal with problems of teacher supply, where these problems resemble national ones.



## Northern Ireland

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There is a shortage of approximately 1.6% of primary school teachers; this became evident during the war years 1939-1945; since 1947 it has remained approximately constant and should be overcome in about five years' time.

*Analysis of the shortage.* Women teachers outnumber men teachers but there is no specific shortage of men teachers; the shortage is more marked in the case of small remote schools; there is no minority problem.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The rising birthrate, in evidence since 1940, is one of the reasons for the shortage of teachers. The extension of education from 14 to 15 years of age which came into force in 1957 has increased the number of teachers required in all types of schools. Also, the lowering in most areas of the lower limit of compulsory school attendance to five years has necessitated a still larger number of teachers.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* The Advisory Council for Education has been specifically requested to advise on teacher-training needs. Secondary schools and technical institutions are notified annually of the facilities available for teacher-training and advertisements are inserted in the public press. Students admitted to training all receive scholarships which are equivalent in value to university scholarships and cover fees, books and materials and students' maintenance. Exhibitions are mounted from time to time.

*Emergency training programmes.* An emergency training scheme operated from 1946 to 1949 for older entrants and though the conditions of entry were less formal, the teachers' certificate awarded was accorded equal status with the ordinary certificate. No salary or other discrimination was made, such emergency trained teachers being on an equal footing with their regularly trained colleagues. Since 1949, emergency training schemes have been dropped.

*Recourse to staff without pedagogical training.* The educational standard of an untrained teacher is not prescribed but normally the grammar school senior certificate or its equivalent is required. There is no in-service training. Untrained teachers, other than those appointed before 1 August 1945, can be offered temporary employment only, and are paid at a substantially lower rate than trained teachers.



Untrained teachers other than those appointed before 1 August 1945 cannot be incorporated into the regular teaching staff unless they subsequently follow a course of training.

*Special measures.* (a) There is no teacher-exchange between Northern Ireland and other parts of the United Kingdom. (b) The retirement age for primary teachers has not been raised, other than marginally. Retired teachers can be re-employed as temporary teachers if the need arises; if employed, they receive the full rate of salary applicable to their qualifications and length of service but they must relinquish their pensions during this period of employment. (c) No special appeal has been made to married women teachers to rejoin the service; they are appointed on the same terms as other teachers. (d) Salaries and conditions of service are frequently improved. (e) There is no compulsory military service. (f) Out of a total of 1,500 schools, a shift system is temporarily in force in 10 schools.



## UNITED STATES

*From the reply sent by the Office of Education*

### INTRODUCTION

The fact that education is not the responsibility of the Federal Government, but is the prerogative of the people and of the different States explains the differences in types of training of teachers in primary schools; these differences are particularly marked between the rural agricultural areas of the north central plains and the major metropolitan areas. With technical developments enabling fewer people to produce food for all, the population continues to shift towards the suburban sections of the great cities, which creates changing imbalances in enrolment and teacher supply. It should also be recognised that primary and secondary education are but two parts of a whole system where almost all children take twelve years schooling, more than a third of these going to the college and university level. Conditions of employment are generally the same for both primary and secondary school teachers.

Teachers are educated at the university level at multipurpose universities, liberal arts colleges or teacher training colleges. Only 21% of the primary school teachers lack the 4-year bachelor's degree, most of these having been licenced to teach several years ago before the degree was required.

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There is a shortage of primary teachers and it is estimated that an increase of approximately 10% in the number of fully qualified primary school teachers is needed. (In 1961, 7.4% of teachers did not hold all the required qualifications; overpopulated classes, curtailed sessions, and delayed syllabus improvements are the consequences of this lack of staff which is affecting both public and private schools). There is a surplus in some communities, usually married women living too far away from places that have a shortage. It was in 1942 that the shortage began to make itself felt; it has fluctuated, but has been decreasing slightly over the past few years; thus, for example, the pupil-teacher ratio has dropped annually, going from an average of 30.8 pupils in 1954 to 28.4 pupils in 1961. The proportion of teachers with sub-standard certificates has gone from 8.8% in 1954 to 7.4% in 1961.

It is not possible to foresee exactly when the crisis will be resolved, there being too many factors involved, such as mobile population, technological developments and a higher standard of preparation. Experts anticipate that the crisis may be overcome or substantially eased between 1965 and 1970.



*Analysis of the shortage.* In general, the shortage applies to both men and women teachers; most teaching posts in primary schools can be filled by either men or women. Approximately 15% of the primary school teachers are men. While women tend to leave the profession for homemaking, men tend to leave for supervisory positions.

Shortages vary in different parts of the country; in general, the rural parts of States have greater shortages than the urban, and more rural States greater shortages than more urban ones. Areas of rapidly growing population, however, also tend to have serious shortages of teachers.

As a general rule, minority groups also suffer from the shortage, but no separate data are secured on this matter. Because many minorities find it more difficult to get started in many of the professions, they find the opportunity in teaching greater. Often, however, they do not live in the area of the shortage.

#### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* In part, the shortage is certainly affected by birthrate. For example, the teacher shortages of 1940-1945 were partly the result of the low birthrate from 1925-1930, and partly the result of the use of manpower for other occupations. The population from which current teacher supply is being derived was born in a period when birthrates were approximately the same as those during the period when the current population to be educated was born. The rise in the birthrate is continuing. Compulsory education, in most States to age 16, has been in effect for years, and really has no bearing on the shortage of primary teachers.

*Difficulties in recruiting teachers.* In comparison with many other careers, there is a relative lack of interest in the teaching profession. Most other professions pay much better than teaching, though with nursing and the ministry excepted.

A recent study of turnover in the public schools indicates an annual separation rate, for all reasons, of 17% (close to that of 16.8% for women and 17.3% for men). This includes those who take other teaching positions (6.1%) leaving a net annual loss to the profession of 10.9%. Despite the current increase in the number of candidates to the teaching profession, the increasing demand continues to exceed the growing supply.

*Other causes.* The causes of the shortage are complex. The demand increases not only because of increasing population and the dislocations caused by normal moving from one area to another, from country to city, and from central city to the suburbs, but also because of the tendency for more and more children to attend nursery school for one, two or even three years before regular admission to the first grade at age 6. The competition with other professions grows sharper as new technological developments create new fields frequently with greater novelty and prestige. The causes of resignations from primary school teaching are due not only to opportunities in better paying fields, but also to opportunities for teaching in secondary school or university, and more and more young people go on to higher education.



## STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Planning for the staffing needs of all levels of education exists. This involves governmental agencies at local, State and national level, and also civic groups, philanthropic foundations, and above all the many professional associations.

*Steps to encourage recruitment of teachers.* Extensive action has been under way to recruit youth for both primary and secondary school teaching. Professional associations and civic groups carry on extended campaigns at all levels. For example, the National Education Association sponsors Future Teachers of America in secondary education. The Federal government has made extensive funds available through the Student Loan provisions of the National Education Act of 1958. This provides for loans to future teachers, with half of the loan cancelled if the student enters and remains in teaching.

*Emergency training programmes.* These are little used now, although they were in the past. Teachers on emergency certificates tend to be carrying on with planned programmes of part-time study, often integrated with continuing study beyond basic requirements. Throughout the country there are standard programmes, available on both the full-time and part-time basis enabling university graduates on liberal arts programmes to secure professional preparation for teaching in either primary or secondary schools, but they are not emergency programmes. Teachers holding emergency certificates meet standard requirements, and there are no problems in status or remuneration. However, annual increases are established on different bases for those with master's degrees, bachelor's degrees, and in some cases without degrees. In general, salaries are the same for men and women and for secondary and primary school teachers. Salaries are higher for longer experience and more advanced study.

*Special measures.* (a) In general, foreign teachers have not been called upon in large numbers chiefly because so few of them have the equivalent of the four-year university degree beyond 12 years of primary and secondary school education. In only seven of the States can a teacher work without a university degree; in addition, most States require United States' nationality. (b) In general, retirement ages have not been modified, the most common being 65 years. A few States still permit public school teachers to teach until age 70. Some retired teachers find post-retirement posts in non-public schools which do not participate in the public retirement provisions. (c) Many local school authorities have actively campaigned to induce women teachers to return, especially those who left for homemaking. No special conditions exist, except that if standards for teacher certification have been raised, they must meet the new standards. Returning teachers are paid in accordance with the local authority's salary scale on the basis of their experience. (d) Steps to improve the status of primary teachers were taken years ago. Almost without exception, local school districts throughout the country have common salary scales and contract provisions for primary and secondary teachers, which have been the results chiefly of local and regional efforts by professional and civic associations. Only nine States require higher educational preparation standards for secondary school teachers than for



elementary. In general, secondary school teachers being higher up the salary scale, do have a higher average salary than primary teachers, though there is no difference in status. To raise the status of the profession, recruiting campaigns have been undertaken and efforts made to revive interest on the part of teachers who had left the profession. (e) Request for deferment of military service are handled by a local selective service board, but such boards rarely grant deferment to teachers. (f) Steps taken to alleviate the shortage are many and varied: recruiting campaigns, larger classes, coeducation, consolidation of schools in rural districts, curtailed sessions; these steps, mostly provisional, are more often due to building than teacher shortage. Radio and television are growing in use, but more to improve the quality of teaching than to make up for a shortage of teachers. In fact the desire for better schools and higher standards itself frequently contributes to temporary shortages in specific situations.

#### INTERNATIONAL ACTION

The United States has received assistance from other countries especially through the exchange of ideas with nationals of other countries at conferences and seminars and through study tours and visits. It would appreciate invitations for more of its educators to visit educational systems in other countries and to confer on educational problems and the means of solving them.



## UPPER VOLTA

*From the reply sent by the Ministry of Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* There is a shortage of teachers in primary education; this became evident from October 1960 but is tending to remain at the same level; forecasts indicate that the shortage will be overcome in 1964.

*Analysis of the shortage.* The shortage is mostly of men teachers; it affects the whole country.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage of teachers springs from the rise in the number of pupils in primary schools, which has been in evidence for some ten years and is tending to increase still more. It is not due to the introduction of compulsory education nor to its extension.

*Difficulties in recruiting teachers.* The shortage of teachers is due in part to a lack of interest in the profession, because of the conditions of work, of advancement and of housing. "Africanisation" of higher echelons in the government has forced it to draw on teachers to fill such posts, thus accentuating the shortage of teachers still more.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* The opening of a teacher training college in October 1963, of teacher training courses and general education schools will provide a solution to the problem of the shortage of primary teachers.

*Steps to encourage recruitment of teachers.* Trainee-teachers who are taking professional training courses are paid a salary.

*Emergency training programmes.* None exist.

*Recourse to staff without pedagogical training.* The Ministry of Education recruits teaching staff from applicants aged 18 or more holding the upper primary certificate; training courses are arranged for them, as are also similar courses by radio; after two years service, whether in public or private schools, such teachers may sit for the certificate of elementary pedagogical aptitude with a view to their certification as deputy teachers.



*Special measures.* (a) All teachers in primary education are nationals of Upper Volta, with the exception of some French women teachers in certain girls' schools. (d) Steps are being studied with a view to raising the status of the profession, and to institute professional examinations which will allow better teachers to rise to higher grades. (e) Teachers are exempt from military service. (f) The shortage of teachers has necessitated a rise in the number of pupils per teacher.

#### INTERNATIONAL ACTION

The Co-operation and Assistance Fund (FAC)<sup>1</sup> is financing the building of two general education schools and a teacher training college. Unesco is sending an expert in primary teacher training. Upper Volta would like assistance both from abroad and from international organizations for building and equipping primary teacher training colleges.

<sup>1</sup> *Fonds d'Aide et de Coopération* an organ of the *Ministère de la Coopération de la République Française*.



## URUGUAY

*From the reply sent by the Ministry of Education*

There is no shortage of teachers in primary schools.



## VIETNAM

*From the reply sent by the Department of National Education*

### CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* The shortage of teachers in primary education has been in evidence since 1954, the year in which primary education began to expand considerably; there is a tendency towards a diminution of the shortage and the possibility is now in sight of its total disappearance towards 1967.

*Analysis of the shortage.* The shortage is felt in all areas of the country. In 1962, there were only 20,545 teachers, whereas the need is for 40,545 in order to achieve total primary scholarisation.

### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The rise in the birthrate which began in 1954, and is tending to increase still further is one of the principal reasons for the shortage; the spread of compulsory primary education also plays a large part; on the other hand the extension of compulsory education cannot be invoked as a reason.

*Difficulties in recruiting teachers.* There is no lack of interest in the teaching profession as a career, but due to a restricted budget, it is not possible to recruit a sufficient number of teachers.

### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Plans exist to alleviate the shortage of primary teachers: census of children of school age; progressive rise in the funds allocated for primary teaching personnel; increase in the strength of teacher training colleges.

*Steps to encourage recruitment of teachers.* Certain steps have been taken to help the recruitment of applicants to teacher training colleges: granting of scholarships to trainee-teachers; pedagogical subsidy of 200 piastres per month for each teacher in charge of a class.

*Emergency training programmes.* One such programme has been set up and has the following differences with the ordinary programme: (a) admission requirements are: lower secondary certificate, or equivalent, instead of the first part of the baccalaureate or equivalent. (b) Length of training: one year instead of two. (c) Certificate obtained: certificate of pedagogical aptitude, 1st class, instead of certificate of pedagogical aptitude, 2nd class. (d) Status and salary: probationary primary teacher with salary index of 250 instead of continuation course teacher with index of 320. Teachers who have received accelerated



training can be appointed to the regular teaching staff of primary teachers, continuation course level, after 18 months service, providing they hold the baccalaureate.

*Recourse to staff without pedagogical training.* Recourse is had to staff without training as temporary primary teachers. To be appointed, applicants must have at least the lower secondary school certificate or an equivalent examination, be physically fitted for teaching, provide proof of good morality and an irreproachable political background, pass an examination, and be aged 21 or more (20 for women). Training courses are given to them while in service; such staff are treated as temporary teachers, unestablished, with a monthly salary of 2200 piastres (regular staff receive 4766 piastres). After a certain number of years service, such non-qualified staff can be appointed to the regular teaching staff.

*Special measures.* (a) There are no foreign teachers in the primary teaching corps. (b) Retirement age has not been raised, but retired teachers who wish to return to work may do so, provided they are physically and mentally fit. (c) No appeals to return have been made to women teachers who left the profession on marriage. (d) No special measures have been taken to raise the status of the teaching profession. (e) No exemptions or deferments of military service are planned for teachers. (f) Among the steps taken, mention must be made of a rise in the number of pupils per teacher, reduction in the number of classes due to co-education, recourse to alternate classes, and the setting up of one-teacher schools.

#### INTERNATIONAL ACTION

Vietnam has received financial assistance from the United States' Agency for International Development to help the recruitment of temporary teachers. It would be glad if such assistance could continue.



# YUGOSLAVIA

*From the reply sent by the Secretariat for Education and Culture*

## INTRODUCTION

Primary education lasts eight years; from the 1st to the 4th class the teaching of all subjects is given by one teacher; from the 5th to the 8th class, each subject is taught separately by specialised teachers.

Teachers on the elementary level (classes 1 to 4) are trained in any of the 90 secondary level teacher training colleges (five year course). Since 1960, higher pedagogical institutes have been opened in some republics (Croatia, Slovenia and Macedonia); entry is restricted to holders of the baccalaureate or final certificate of a secondary level teacher training college.

The training of specialised teachers for classes 5 to 8 is carried out at the ordinary teacher training college, in any of the 4 domestic science colleges, the 7 monitors' schools or the 6 physical education secondary schools.

During the 1961-1962 school year, 17 new secondary level teacher training colleges were opened, thus increasing the intake by 3,000 trainee-teachers per year.

Among the measures taken to increase the numbers of teachers, mention must be made of the opening of lycées giving pedagogical instruction in special classes and the increase of the capacity of higher teacher training colleges as well as the reform of university education (introduction of three education degrees in the faculties).

The system of studies referred to as extra-ordinary is organised in 31 higher teacher training colleges, and in approximately 50 pedagogical centres. The generalisation of extra-ordinary studies ensures a considerable increase in the number of staff available, and the further training of staff who are insufficiently specialised.

## CHARACTERISTICS OF THE SHORTAGE

*Existence and tendency of the shortage.* Despite the extension of the training network and the influx of specialised certificated teachers, the problem of the shortage is not yet solved. The shortage of primary teachers, in evidence since 1945, has a special effect on the higher primary classes. The shortage however has a tendency to diminish and according to present forecasts, it should be overcome around 1970.

*Analysis of the shortage.* The shortage of teachers in the higher primary classes is felt in the same proportions as regards both men and women teachers. Different areas are affected in varying proportions and affect some minorities in particular.

During the second world war, the teaching cadres suffered greatly; strength was reduced from 33,000 to about 23,000 after the war. In 1961-1962, on 89,611 members of the primary teaching corps, 50,421 teach in



elementary and 39,190 in higher primary classes. During this same year, after the examinations for appointments had taken place, there were 8,900 vacant positions.

#### CAUSES OF THE SHORTAGE

*Increase of population and compulsory education.* The shortage is due in part to the rising birthrate which has been in evidence since 1952; the extension of compulsory education to seven years in 1945 and to eight years in 1952, as well as its generalisation, are also contributory causes of the shortage.

*Difficulties in recruiting teachers.* There is no lack of interest in the profession, and resignations are negligible.

#### STEPS TAKEN TO MEET THE SHORTAGE

*Planning to combat the shortage.* Educational planning is in hand, ranging from the local to the republic level.

*Steps to encourage recruitment of teachers.* Outside the scholarship system and the hostel system, which also exists in other schools, there has been no special measure favouring the recruitment of candidates to higher teacher training colleges.

*Emergency training programmes.* Until 1962, recourse was had to accelerated training schemes comprising pedagogical courses; trainees were required to assimilate in condensed form (two or three times a month) the teaching given in higher teacher training colleges. For those trainee-teachers not following the regular courses, but who wished to take the examinations, courses and consultations are organised and paid for by the state in teacher training colleges.

With the same object in mind higher teacher training colleges arrange complementary courses. All teachers who have received accelerated training have been admitted to the regular staff cadres.

*Recourse to staff without pedagogical training.* It has been necessary to employ teachers without pedagogical training in higher primary classes. They must have completed secondary school and be aged under 30. Training is given in service. After having passed a pedagogical examination on the same level as that for the higher teacher training college, such teachers are given a special status, but receive the same salary as ordinary teachers. They can be admitted to the regular teaching cadres only after having passed the examination at the higher teacher training college level.

*Special measures.* (a) There are no foreign teachers in service. (b) Retirement age has not been raised but over-age teachers are allowed to remain in service if they wish to. (c) Teachers' salaries have been put on the same level as those of employees in the same category in the public services and administrations; cooperative housing projects have been set up for teaching staff, housing and heating being free for rural teachers;



allowances are granted by local authorities to teachers holding difficult posts, or in charge of overfull classes, etc. (e) No facilities have been envisaged as regards military service.

#### INTERNATIONAL ACTION

Yugoslavia has not received any assistance from abroad in its struggle against the shortage of primary teachers.





Form No. 3.

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